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ABSTRACT

These Congressional hearings contain testimony pertinent to passage of the School-to-Work Opportunities Act of 1993, which is a bill designed to create a national framework within which states and localities can develop effective systems for offering U.S. youths access to performance-based education and training programs that will in turn prepare them for a first job in a high-skill, high-wage career and increase their opportunities for further education. The following are among the agencies and organizations whose representatives provided testimony at the hearings: Manpower Demonstration Corporation, National Federation of Teachers, New England Deaconess Hospital, Jobs for the Future, U.S. Department of Labor, U.S. Department of Education, Center for Law and Education, National Youth Employment Coalition, Wider Opportunities for Women, American Federation of Labor-Congress of Industrial Organizations, Hurley Hospital, American Vocational Association, National Education Association, Sullivan College, Louisville Chamber of Commerce, Alternative Schools Network, Association for Community Based Education, American Occupational Therapy Association, Hispanic Association of Colleges and Universities, Jobs for Youth, American Legal Defense and Education Fund, National Association for Bilingual Education, National Association of Protection and Advocacy Systems, National Displaced Homemakers Network, National Urban Coalition, Women's Legal Defense Fund, and National Tooling and Machining Association. The complete text of the bill is included. (MN)

ED 371 226

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HEARINGS ON H.R. 2884, SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993

HEARINGS

BEFORE THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, SEPTEMBER 29, OCTOBER 20, AND 27, 1993

Serial No. 103–57

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HEARING ON H.R. 2884, SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993

WEDNESDAY, SEPTEMBER 29, 1993

House of Representatives,
Committee on Education and Labor,
Washington, DC.

The committee met, pursuant to call, at 10:15 a.m., Room 2175, Rayburn House Office Building, Hon. William D. Ford, Chairman, presiding.

Members present: Representatives Ford, Miller of California, Kildee, Martinez, Owens, Sawyer, Payne, Unsoeld, Mink, Andrews, Reed, Roemer, Becerra Scott, Green, Woolsey, Klink, Strickland, Baesler, Goodling, Roukema, Gunderson, Fawell, Ballenger, Molinari, Boehner, Hoekstra, McKeon, and Miller of Florida.

Staff present: Omer Waddles, Jack Jennings, Colleen McGinnis, Gloria O. Wilson, Mary Gardner Clagett.

Chairman Ford. The committee will come to order for the first hearing on the School-to-Work Opportunities Act of 1993.

I am informed by the staff that, as of this morning, there are 44 cosponsors from both political parties of this legislation; and a letter is going out today signed by Mr. Goodling and me inviting other Members of the House to cosponsor the legislation. They haven't been invited until this time, so I expect that we will have many more people join us in sponsoring this legislation.

[The information follows:]

Letter inviting support for H.R. 2884 written by Hon. William D. Ford and Hon. William F. Goodling, Representatives in Congress from the States of Michigan and Pennsylvania respectively

Dear Colleague:

On August 5, 1993, we introduced H.R. 2884, the School-to-Work Opportunities Act of 1993. It now has the bipartisan support of 43 cosponsors. This Act will bring together partnerships of business, education, labor, and community leaders to build a high quality, comprehensive school-to-work system that prepares young people for careers in high-skill, high-wage jobs.

In the 1980s, the gap in earnings between high school graduates and college graduates doubled; for those without a high school degree, the gap grew even wider. Not only has the lack of school-to-work assistance adversely affected the earnings potential of our young people, it also has had a tremendous cost to business and our economy as a whole. Our challenge is to prepare the three out of four high school students who do not complete college for high-wage work situations that will require a mix of technical, analytical and academic skills.

Unless youth—whether or not they continue their education in college—have the skills to produce quality goods and services in a technologically oriented and fast changing consumer marketplace, the United States will not prosper in the global economy. The School-to-Work Opportunities Act addresses this problem by creating a national framework within which States and localities can develop effective systems for improving the transition from school to employment.

The bill provides development grants to all States to plan and create statewide School-to-Work systems, and it authorizes implementation grants to States that are ready to begin operation of School-to-Work systems. It also offers grants to localities that are ready to start up systems but are in States that have not yet received implementation grants.

If you would like to cosponsor the School-to-Work Opportunities Act of 1993, please contact Gloria Wilson at 226–3681. This bill is an important step toward developing a high-skilled work force for the 21st century. We urge your support.

With kind regards,

Sincerely,

William D. Ford
William F. Goodling

Chairman FORD. This is a unique experience for us in having two major departments of the government working together where they have a common interest. We have tried over many years to direct consultation between the Labor Department and the Department of Education on matters of this kind, and it has been perfunctory at best and never really evident to anyone concerned that there was a real effort of the two Departments to work together.

In the case of the legislation before us, both Secretaries and their staffs have been working with the staff of the committee and with both Democrats and Republicans on the committee to develop the framework of the legislation that we introduced on their behalf.

It is clear that there is a good deal more work to be done to fashion a piece of legislation that will win the support of the House and then later, the Senate. But we are off to a good start, and I would like to welcome the Secretary of Labor, Mr. Reich, and the Secretary of Education, Mr. Riley, and say you are making history for this committee. In the 30 years I have been here your predecessors never appeared together.

For many of those years, there was some question about whether your predecessors ever talked to each other. But the fact is that both of you have been showing a very energetic approach to the subject that is reached by this legislation ever since the very beginning of the Clinton administration. I think it is a good thing for us to start out with both of you appearing here at the same time so that it is very clear to everybody as we go through this that it is a joint effort by the two Departments with the most concern for the preparation of America's workforce and the preparation of young Americans, in particular, to enter that workforce.

Without objection, all Members may insert their introductory comments in the record at this point before we start with the witnesses.

[The prepared statements of Mr. Ford, Mr. Sawyer, Mr. Green and Mr. Klink follows:]

STATEMENT OF HON. WILLIAM D. FORD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Good morning. We are pleased to welcome Education Secretary Richard Riley and Labor Secretary Robert Reich to today's hearing on H.R. 2884, the School-to-Work Opportunities Act of 1993. Historically, it is unusual for two Departments to share equally administration of a program. But their joint commitment is indicative of the Clinton Administration's innovative approach to problem solving. It is also indicative of the seriousness of the challenge before us.

Our economy is changing rapidly. Industries that used to employ people with skills learned in high school are shrinking. In its place are evolving high-tech industries that require much better education and training at the entry level.

Unfortunately, our education system is failing to provide today's young people with the skills they need to enter these new job markets. It is a fact that three out of four students leaving high school today do not get a college degree. Half of our kids never even start college. Many simply are not prepared for work.

The School-to-Work Opportunities Act would help schools, businesses and labor establish working relationships to assure that graduating students get their fair shot at the American dream—a good wage in return for skilled work that employers need.

This proposal is an excellent example of President Clinton's directive to reinvent government—without reinventing the wheel. School-to-Work builds on the proven Tech-Prep program we enacted in 1988. It does not establish a Federal bureaucracy, but helps States to develop cooperative programs particular to their regions, industries and labor-management traditions.

I want to note the strong bipartisan support this proposal has earned on and off the committee. H.R. 2884 has 44 cosponsors in the House. It has endorsements from concerned interests across the spectrum, including major business, education, labor and State and local government organizations.

This program is scheduled to be funded beginning in fiscal 1994 under existing authority. School-to-Work will help States and localities deliver on their obligations to young people: to train them for good jobs in tomorrow's labor market.

I look forward to a series of constructive hearings and to speedy enactment of this important bill.

STATEMENT OF HON. THOMAS C. SAWYER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. Chairman, Secretary Riley, Secretary Reich; I want to join my colleagues in thanking you for this unprecedented joint appearance this morning. This effort is important, especially because your two agencies are undertaking it together. Overcoming institutional barriers and years of drift and inertia will not be easy, but your appearance here this morning is a landmark beginning.

I have long been an advocate for better school-to-work opportunities for that part of our population that does not or cannot pursue a four-year postsecondary education. There is no reason why we cannot offer these students another option; the rich diversity of our employment base and our system of education practically begs us to do so. We have much to learn from other nations as we build a school-to-work system that is uniquely American. Several States have useful experiences in this area, and the Tech-Prep program that is part of the Carl Perkins Vocational-Technical Education Act—designed by our Full Committee Chairman—is a highly regarded and successful program which spans secondary-postsecondary training.

I applaud the connections you have made among this effort and the Goals 2000 and ESEA proposals. Together, they comprise a thoughtful, comprehensive approach to the education and training needs of American students.

I look forward to working with both of you on this effort. Although we do have limited resources, we have the tools and the experience we need.

STATEMENT OF HON. GENE GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, I would like to thank you for convening this hearing today on the School-to-Work Opportunities Act of 1993. This bill represents another step in the right direction for job training and education for our country. This bill also represents another great example of cooperation between the Department of Education and the Department of Labor and I would like to congratulate Secretary Riley and Secretary Reich on the outstanding work they have done to put this bill together.

When I graduated school a student had two or three options at most. They could either go on to college, join the military, or take a manufacturing job with good prospects for promotions and security in the future. Unfortunately, the decline in our manufacturing base and the downsizing of our military have severely limited two of those options and the rising cost of higher education has restricted this option too.

By passing this bill, the United States will join the rest of the industrialized world by developing a comprehensive strategy to assist our citizens in the transition from the classroom to the workforce. Under this plan, effective training strategies will be expanded and students will be presented with more opportunities for a rewarding career.

In our global economy we may disagree on the best way to compete in world markets, however, this bill serves to remind us that our top priority must be the strengthening of our own workforce if we are to compete with the rest of the world. Thank you.

STATEMENT OF HON. RON KLINK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Chairman, I am a proud original cosponsor of the School-to-Work Transition Act. I am pleased that you are holding this hearing and that Secretary Reich and Secretary Riley can be with us today.

Too often we see students coming out of school without basic skills or with skills that don't match the jobs available today. At a Business and Education Roundtable that I sponsored in my district recently, we heard again from local business people and educators that there is a mismatch between the skills of jobseekers and the skills needed in the current workplace. It's something that I've talked about, both during my campaign last year and since I was elected. This bill will help address the problem.

This legislation will help students make the transition from the classroom to the worksite and ensure that they have the skills necessary to compete in the jobs marketplace. It will enlist employers and educators in building a high-quality school-to-work system to prepare young people for careers in high-skill, high-wage jobs.

The School-to-Work Transition Act will develop local programs that will integrate work-based and school-based learning, academic and occupational learning and link secondary and postsecondary education. The legislation will allow for flexibility so that programs can meet local needs and respond to changes in the local economy and labor market. That's important, because the same programs that work well in Pennsylvania may not work at all in Hawaii.

Seventy-five percent of America's young people do not achieve a college degree and the plentiful low-skill, high-payng manufacturing jobs that their parents could count on are now few and far between. Many high-school graduates do not find stable, career-track jobs for five to ten years after graduation.

An effective school-to-work transition program will have a significant economic impact on our students, businesses and the economy as a whole. Students' earning potential will go up, businesses will get more highly-skilled workers, enabling them to be more competitive and the economy will become more productive. It's a win-win-win situation.

Chairman FORD. I will now recognize Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. I hope that they not only talk with each other. I hope occasionally they shout at each other. That would probably be good for the system.

I am pleased to join with you in welcoming Secretary Riley, Secretary Reich, as well as Ms. Morra, to today's hearing on school-to-work transition.

I think it is time that we spent a little more time on the 75 percent that never receive a degree from college and, unfortunately, that have never been the emphasis in this country. They have sort of been the left-out group. And I am happy to see this legislation.

Earlier Congressman Gunderson and I introduced legislation, a School-to-Work Transition/Youth Apprenticeship package. As this whole idea has moved along, we have come up with a comprehensive program that could get bipartisan support.

I am cosponsor of the legislation. That doesn't mean that I like every punctuation mark in the legislation, and won't work to change some punctuation. But, nevertheless, it is a start in the right direction, and I am happy to be a part of that.

Thank you, Mr. Chairman.

Chairman FORD. Is there anyone seeking recognition on this side?

Anyone seeking recognition on this side?

Mrs. UNSOELD. I am.

Chairman FORD. Anyone over here?

Mrs. Unsoeld.

Mrs. UNSOELD. Thank you, Mr. Chairman. And thank you for holding this hearing on H.R. 2884, the School-to-Work Opportunity Act.

[The information follows:]

103D CONGRESS
1ST SESSION

H.R. 2884

To establish a national framework for the development of School-to-Work Opportunities systems in all States, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

AUGUST 5, 1993

Mr. FORD of Michigan (for himself, Mr. GEPHARDT, Mr. MILLER of California, Mr. MURPHY, Mr. KILDEE, Mr. WILLIAMS, Mr. MARTINEZ, Mr. OWENS, Mr. SAWYER, Mr. PAYNE of New Jersey, Mrs. UNSOELD, Mrs. MINK, Mr. ANDREWS of New Jersey, Mr. REED, Mr. ROEMER, Mr. ENGEL, Mr. BECERRA, Mr. GENE GREEN of Texas, Ms. WOOLSEY, Mr. ROMERO-BARCELÓ, Mr. KLINK, Mr. STRICKLAND, Mr. DE LUGO, Mr. GOODLING, Mr. GUNDERSON, Ms. MOLINARI, Mr. RANGEL, Mr. MCCURDY, Ms. PELOSI, Mrs. LOWEY, Mr. SERRANO, Ms. DELAURO, Mr. CLAY, Mr. BAESLER, and Mr. ROUKEMA) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To establish a national framework for the development of School-to-Work Opportunities systems in all States, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) SHORT TITLE.—This Act may be cited as the "School-to-Work Opportunities Act of 1993".

(b) TABLE OF CONTENTS.—The table of contents is as follows:

Sec. 1. Short title; table of contents.
Sec. 2. Findings.
Sec. 3. Purposes and congressional intent.
Sec. 4. Definitions.
Sec. 5. Federal administration.

TITLE I—SCHOOL-TO-WORK OPPORTUNITIES BASIC PROGRAM COMPONENTS

Sec. 101. General program requirements.
Sec. 102. Work-based learning component.
Sec. 103. School-based learning component.
Sec. 104. Connecting activities component.

TITLE II—SCHOOL-TO-WORK OPPORTUNITIES SYSTEM DEVELOPMENT AND IMPLEMENTATION GRANTS TO STATES

Subtitle A—State Development Grants

Sec. 201. Purpose.
Sec. 202. State development grants.

Subtitle B—State Implementation Grants

Sec. 211. Purpose.
Sec. 212. State implementation grants.

TITLE III—FEDERAL IMPLEMENTATION GRANTS TO PARTNERSHIPS

Sec. 301. Purpose.
Sec. 302. Federal implementation grants to partnerships.
Sec. 303. School-to-Work Opportunities program grants in high poverty areas.

TITLE IV—NATIONAL PROGRAMS

Sec. 401. Research, demonstration, and other projects.
Sec. 402. Performance outcomes and evaluation.
Sec. 403. Training and technical assistance.

TITLE V—GENERAL PROVISIONS

Sec. 501. State request and responsibilities for a waiver of statutory and regulatory requirements.
Sec. 502. Waivers of statutory and regulatory requirements by the Secretary of Education.
Sec. 503. Waivers of statutory and regulatory requirements by the Secretary of Labor.
Sec. 504. Safeguards.
Sec. 505. Authorization of appropriations.
Sec. 506. Acceptance of gifts, and other matters.
Sec. 507. Effective date.

SEC. 2. FINDINGS.

Congress finds that—

(1) three-fourths of America's high school students enter the workforce without baccalaureate degrees, and many do not possess the academic and entry-level occupational skills necessary to succeed in the changing workplace;

(2) unemployment among American youth is intolerably high, and earnings of high school graduates have been falling relative to those with more education;

(3) the American workplace is changing in response to heightened international competition and new technologies, and these forces, which are ultimately beneficial to the Nation, are shrinking the demand for and undermining the earning power of unskilled labor;

(4) the United States is the only industrialized Nation that lacks a comprehensive and coherent system to help its youth acquire knowledge, skills, abilities, and information about and access to the labor market necessary to make an effective transition from school to career-oriented work or to further education and training;

(5) American students can achieve to high standards, and many learn better and retain more

when they learn in context, rather than in the abstract;

(6) work-based learning, which is modeled after the time-honored apprenticeship concept, integrates theoretical instruction with structured on-the-job training, and this approach, combined with school-based learning, can be very effective in engaging student interest, enhancing skill acquisition, and preparing youth for high-skill, high-wage careers; and

(7) Federal resources currently fund a series of categorical, work-related education and training programs that are not administered as a coherent whole.

SEC. 3. PURPOSES AND CONGRESSIONAL INTENT.

(a) PURPOSES.—The purposes of this Act are to—

(1) establish a national framework within which all States can create statewide School-to-Work Opportunities systems that are integrated with the systems developed under the Goals 2000: Educate America Act and that offer young Americans access to a performance-based education and training program that will enable them to earn portable credentials, prepare them for a first job in a high-skill, high-wage career, and increase their opportunities for further education;

(2) transform workplaces into active learning components by making employers full partners in providing high-quality, work-based learning experiences to students;

(3) use Federal funds under this Act as venture capital, to underwrite the initial costs of planning and establishing statewide School-to-Work Opportunities systems that will be maintained with other Federal, State, and local resources;

(4) promote the formation, among secondary and postsecondary educational institutions, private and public employers, labor organizations, government, community groups, parents, and students, of local education and training systems that are dedicated to linking the worlds of school and work;

(5) help students attain high academic and occupational standards;

(6) build on and advance a range of promising programs, such as tech-prep education, career academies, school-to-apprenticeship programs, cooperative education, youth apprenticeship, and business-education compacts, that can be developed into programs funded under this Act;

(7) improve the knowledge and skills of youth by integrating academic and occupational learning,

integrating school-based and work-based learning, and building effective linkages between secondary and postsecondary education;

(8) motivate youth, especially low-achieving youth and dropouts, to stay in or return to school and strive to succeed by providing enriched learning experiences and assistance in obtaining good jobs; and

(9) further the National Education Goals set forth in title I of the Goals 2000: Educate America Act.

(b) CONGRESSIONAL INTENT.—It is the intent of Congress that the Secretary of Labor and the Secretary of Education jointly administer this Act in a flexible manner that—

(1) promotes State and local discretion in establishing and implementing School-to-Work Opportunities systems and programs; and

(2) contributes to reinventing government by building on State and local capacity, eliminating duplication, supporting locally established initiatives, requiring measurable goals for performance, and offering flexibility in meeting these goals.

SEC. 4. DEFINITIONS.

As used in this Act—

(1) the term "elements of an industry" means, with respect to a particular industry that a student is preparing to enter, such elements as planning, management, finances, technical and production skills, underlying principles of technology, labor and community issues, health and safety, and environmental issues related to that industry;

(2) the term "all students" means students from the broad range of backgrounds and circumstances, including disadvantaged students, students of diverse racial, ethnic, and cultural backgrounds, students with disabilities, students with limited English proficiency, and academically talented students;

(3) the term "approved State plan" or "approved plan" means a School-to-Work Opportunities plan that is submitted by a State, is determined by the Secretaries to include the basic program components and otherwise meet the requirements of this Act, and is consistent with the State's plan under the Goals 2000: Educate America Act;

(4) the term "career major" means a coherent sequence of courses or field of study that prepares a student for a first job and that—

(A) integrates occupational and academic learning, integrates work-based and school-based learning, and establishes linkages between secondary and postsecondary education;

(B) prepares the student for employment in broad occupational clusters or industry sectors;

(C) typically includes at least two years of secondary school and one or two years of postsecondary education;

(D) results in the award of a high school diploma, a certificate or diploma recognizing successful completion of one or two years of postsecondary education (if appropriate), and a skill certificate; and

(E) may lead to further training, such as entry into a registered apprenticeship program;

(5) the term "employer" includes both public and private employers;

(6) the term "Governor" means the chief executive of a State;

(7) the term "local educational agency" shall have the same meaning as provided in paragraph 12 of section 1471 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2891(12));

(8) the term "partnership" means a local entity that is responsible for local School-to-Work Opportunities programs and that consists of employers, public secondary and postsecondary educational institutions or agencies, and labor organizations or employee representatives as defined in section 403(c)(1)(B) of the Goals 2000: Educate America Act, and may include other entities, such as nonprofit or community-based organizations, rehabilitation agencies and organizations, registered apprenticeship agencies, local vocational education entities, local government agencies, parent organizations and teacher organizations, private industry councils established under the Job Training Partnership Act, and federally recognized Indian tribes and Alaska Native villages;

(9) the term "postsecondary education institution" means a public or private nonprofit institution that is authorized within a State to provide a program of education beyond secondary education, and includes a community college, a technical college, a postsecondary vocational institution, or a tribally controlled community college;

(10) the term "registered apprenticeship agency" means either the Bureau of Apprenticeship and

Training in the United States Department of Labor or a State apprenticeship agency recognized and approved by the Bureau of Apprenticeship and Training as the appropriate body for State registration or approval of local apprenticeship programs and agreements for Federal purposes;

(11) the term "registered apprenticeship program" means a program registered by a registered apprenticeship agency;

(12) the term "Secretaries" means the Secretary of Education and the Secretary of Labor;

(13) the term "skill certificate" means a portable, industry-recognized credential issued by a School-to-Work Opportunities program under an approved plan, that certifies that a student has mastered skills at levels that are at least as challenging as skill standards endorsed by the National Skill Standards Board established under the Goals 2000: Educate America Act, except that until such skill standards are developed, the term "skill certificate" means a credential issued under a process described in a State's approved plan;

(14) the term "State" means each of the several States, the District of Columbia and the Commonwealth of Puerto Rico;

(15) the term "workplace mentor" means an employee at the workplace who possesses the skills to be mastered by a student, and who instructs the student, critiques the student's performance, challenges the student to perform well, and works in consultation with classroom teachers and the employer.

SEC. 5. FEDERAL ADMINISTRATION.

(a) Notwithstanding the Department of Education Organization Act (20 U.S.C. 3401 et seq.), the General Education Provisions Act (20 U.S.C. 1221 et seq.), the statutory provisions regarding the establishment of the Department of Labor (29 U.S.C. 551 et seq.), and section 166 of the Job Training Partnership Act (29 U.S.C. 1576), the Secretaries shall jointly provide for the administration of the programs established by this Act, and may issue whatever procedures, guidelines, and regulations, in accordance with section 553 of title 5, United States Code, they deem necessary and appropriate to administer and enforce the provisions of this Act.

(b) Section 431 of the General Education Provisions Act (20 U.S.C. 1232), shall not apply to any programs under this Act.

TITLE I—SCHOOL-TO-WORK OPPORTUNITIES BASIC PROGRAM COMPONENTS

SEC. 101. GENERAL PROGRAM REQUIREMENTS.

A School-to-Work Opportunities program under this Act shall—

(1) integrate work-based learning and school-based learning, as provided for in sections 102 and 103;

(2) provide a student with the opportunity to complete a career major as defined in section 4 of this Act; and

(3) incorporate the basis program components provided in sections 102 through 104.

SEC. 102. WORK-BASED LEARNING COMPONENT.

The work-based learning component of a School-to-Work Opportunities program shall include—

(1) a planned program of job training and experiences, including skills to be mastered at progressively higher levels, that are relevant to a student's career major and lead to the award of a skill certificate;

(2) paid work experience;

(3) workplace mentoring;

(4) instruction in general workplace competencies; and

(5) broad instruction in a variety of elements of an industry.

SEC. 103. SCHOOL-BASED LEARNING COMPONENT.

The school-based learning component of a School-to-Work Opportunities program shall include—

(1) career exploration and counseling in order to help students who may be interested to identify, and select or reconsider, their interests, goals, and career majors;

(2) initial selection by interested students of a career major not later than the beginning of the eleventh grade;

(3) a program of study designed to meet the same challenging academic standards established by States for all students under the Goals 2000: Educate America Act, and to meet the requirements necessary for a student to earn a skill certificate; and

(4) regularly scheduled evaluations to identify academic strengths and weaknesses of students and the need for additional learning opportunities to master core academic skills.

SEC. 104. CONNECTING ACTIVITIES COMPONENT.

The connecting activities component of a School-to-Work Opportunities program shall include—

(1) matching students with employers' work-based learning opportunities;

(2) serving as a liaison among the employer, school, teacher, parent, and student;

(3) providing technical assistance and services to employers and others in designing work-based learning components and counseling and case management services, and in training teachers, workplace mentors, and counselors;

(4) providing assistance to students who have completed the program in finding an appropriate job, continuing their education, or entering into an additional training program;

(5) collecting and analyzing information regarding post-program outcomes of students who participate in the School-to-Work Opportunities program; and

(6) linking youth development activities under this Act with employer strategies or upgrading the skills of their workers.

TITLE II—SCHOOL-TO-WORK OPPORTUNITIES SYSTEM DEVELOPMENT AND IMPLEMENTATION GRANTS TO STATES

Subtitle A—State Development Grants

SEC. 201. PURPOSE.

The purpose of this subtitle is to assist States in planning and developing comprehensive, statewide systems for school-to-work opportunities.

SEC. 202. STATE DEVELOPMENT GRANTS.

(a) IN GENERAL.—Upon the application of a State, the Secretaries may award a development grant to a State in such amount as the Secretaries determine is necessary to enable the State to complete development (that may have begun with funds awarded under the Job Training Partnership Act (29 U.S.C. 1501 et seq.), and the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq.), of a comprehensive, statewide School-to-Work Opportunities system, except that a development grant under this subtitle may not exceed $1,000,000 in any fiscal year.

(b) APPLICATION CONTENTS.—The application for a development grant shall—

(1) include a timetable and an estimate of the amount of funding needed to complete the planning and development necessary to implement a com-

prehensive, statewide School-to-Work Opportunities system;

(2) describe how the Governor; the chief State school officer; the State agency officials responsible for job training and employment, economic development, and postsecondary education; and other appropriate officials will collaborate in the planning and development of the State School-to-Work Opportunities system;

(3) describe how the State will enlist the active and continued participation in the planning and development of the statewide School-to-Work Opportunities system of employers and other interested parties such as locally elected officials, secondary and postsecondary educational institutions or agencies, business associations, employees, labor organizations or associations thereof, teachers, students, parents, community-based organizations, rehabilitation agencies and organizations, registered apprenticeship agencies, and local vocational educational agencies;

(4) describe how the State will coordinate its planning activities with any local School-to-Work Opportunities program that has received a grant under title III of this Act;

(5) designate a fiscal agent to receive and be accountable for funds awarded under this subtitle; and

(6) include such other information as the Secretaries may require.

(c) STATE DEVELOPMENT ACTIVITIES.—Funds awarded under this section shall be expended by a State only for activities undertaken to develop a statewide School-to-Work Opportunities system, which may include—

(1) identifying or establishing an appropriate State structure to administer the School-to-Work Opportunities system;

(2) identifying or establishing broad-based partnerships among employers, labor, education, government, and other community organizations to participate in the design, development, and administration of School-to-Work Opportunities programs;

(3) developing a marketing plan to build consensus and support for School-to-Work Opportunities programs;

(4) promoting the active involvement of business in planning and developing local School-to-Work Opportunities programs;

(5) supporting local School-to-Work Opportunities planning and development activities to provide guidance in the development of School-to-Work Opportunities programs;

(6) initiating pilot programs for testing key components of State program design;

(7) developing a State process for issuing skill certificates that takes into account the work of the National Skill Standards Board and the criteria established under Goals 2000: Educate America Act;

(8) designing challenging curricula;

(9) developing a system for labor market analysis and strategic planning for local targeting of industry sectors or broad occupational clusters;

(10) analyzing the post high school employment experiences of recent high school graduates and dropouts; and

(11) preparing the plan required for submission of an application for an Implementation Grant under subtitle B.

Subtitle B—State Implementation Grants

SEC. 211. PURPOSE.

The purpose of this subtitle is to assist States in the implementation of comprehensive, statewide School-to-Work Opportunities systems.

SEC. 212. STATE IMPLEMENTATION GRANTS.

(a) ELIGIBILITY AND APPLICATION.—A State may apply to the Secretaries for a competitive implementation grant by submitting an application that contains—

(1) a plan for a comprehensive, statewide School-to-Work Opportunities system that meets the content requirements provided in subsection (b);

(2) a description of how the State will allocate funds under this Act to local School-to-Work Opportunities partnerships;

(3) a request, if the State decides to submit such a request, for one or more waivers of certain statutory or regulatory requirements, as provided for under title V of this Act; and

(4) such other information as the Secretaries may require.

(b) CONTENTS OF STATE PLAN.—A State plan shall—

(1) designate the geographical areas to be served by partnerships, which shall, to the extent feasible, reflect local labor market areas;

(2) describe how the State will stimulate and support local School-to-Work Opportunities programs that meet the requirements of this Act, and how the State's system will be expanded over time to cover all geographic areas in the State;

(3) describe the procedure by which the Governor; the chief State school officer; the State agency officials responsible for job training and employment, economic development, and postsecondary education; and other appropriate officials will collaborate in the implementation of the School-to-Work Opportunities system:

(4) describe the procedure for obtaining the active and continued involvement in the statewide School-to-Work Opportunities system of employers and other interested parties such as locally elected officials, secondary and postsecondary educational institutions or agencies, business associations, employees, labor organizations or associations thereof, teachers, students, parents, community-based organizations, rehabilitation agencies and organizations, registered apprenticeship agencies, and local vocational educational agencies;

(5) describe how the School-to-Work Opportunities system will coordinate the use of education and training funds from State and private sources with funds available from such related Federal programs as the Adult Education Act (20 U.S.C. 1201 et seq.), the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq.),

the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2701 et seq.), the Family Support Act of 1988 (42 U.S.C. 602 note, 606 note), the Goals 2000: Educate America Act, the Individuals With Disabilities Education Act (20 U.S.C. 1400 et seq.), the Job Training Partnership Act (29 U.S.C. 1501 et seq.), the National Apprenticeship Act (29 U.S.C. 50 et seq.), and the Rehabilitation Act of 1973 (29 U.S.C. 701 et seq.);

(6) describe the resources, including private sector resources, the State intends to employ in maintaining the School-to-Work Opportunities system when funds under this Act are no longer available;

(7) describe how the State will ensure opportunities for all students to participate in School-to-Work Opportunities programs;

(8) describe how the State will ensure opportunities for young women to participate in School-to-Work Opportunities programs in a manner that leads to employment in high-performance, high-paying jobs, including jobs in which women traditionally have been underrepresented;

(9) describe how the State will ensure opportunities for low achieving students, students with disabilities, and former students who have dropped out

of school to participate in School-to-Work Opportunities programs;

(10) describe the State's process for assessing the skills and knowledge required in career majors, and awarding skill certificates that take into account the work of the National Skill Standards Board and the criteria established under Goals 2000: Educate America Act;

(11) describe the manner in which the State will, to the extent feasible, continue and incorporate programs funded under section 302 of this Act in the State School-to-Work Opportunities system;

(12) describe the performance standards that the State intends to meet; and

(13) designate a fiscal agent to receive and be accountable for School-to-Work Opportunities funds awarded under this subtitle.

(c) REVIEW OF APPLICATIONS.—The Secretaries shall submit each application to a peer review process, determine whether to approve the State's School-to-Work Opportunities plan, and, if such determination is affirmative, further determine whether to take one or a combination of the following actions—

(1) award an implementation grant;

(2) approve the State's request, if any, for a waiver in accordance with the procedures in title V of this Act; and

(3) inform the State of the opportunity to apply for further development funds, except that further development funds may not be awarded to a State that receives an implementation grant.

(d) AMOUNT OF GRANT.—The Secretaries shall establish the minimum and maximum amounts available for an implementation grant, and shall determine the actual amount granted to any State based on such criteria as the scope and quality of the plan and the number of projected program participants.

(e) STATE IMPLEMENTATION ACTIVITIES.—Funds awarded under this section shall be expended by a State only for activities undertaken to implement the State's School-to-Work Opportunities system, which may include—

(1) recruiting and providing assistance to employers to provide work-based learning for students;

(2) conducting outreach activities to promote and support collaboration in School-to-Work Opportunities programs by businesses, labor organizations, and other organizations;

(3) providing training for teachers, employers, workplace mentors, counselors, and others;

(4) providing labor market information to local partnerships that is useful in determining which high-skill, high-wage occupations are in demand;

(5) designing or adapting model curricula that can be used to integrate academic and vocational learning, school-based and work-based learning, and secondary and postsecondary education;

(6) designing or adapting model work-based learning programs and identifying best practices; and

(7) conducting outreach activities and providing technical assistance to other States that are developing or implementing School-to-Work Opportunities systems.

(f) ALLOCATION OF FUNDS TO PARTNERSHIPS.—A State shall award subgrants to partnerships, according to criteria established by the State, that total no less than 65 per centum of the sums awarded to it under this section in the first year, 75 per centum of such sums in the second year, and 85 per centum of such sums in each year thereafter.

(g) STATE SUBGRANTS TO PARTNERSHIPS.—

(1) APPLICATION.—A partnership that seeks a subgrant to carry out a local School-to-Work Opportunities program shall submit an application to the State that—

(A) describes how the program would include the basic program components and otherwise meet the requirements of title I of this Act;

(B) sets forth measurable program goals and outcomes;

(C) describes the local strategies and timetables to provide School-to-Work Opportunities program opportunities for all students; and

(D) provides such other information as the State may require.

(2) ALLOWABLE ACTIVITIES.—A partnership shall expend funds awarded under this section only for activities undertaken to carry out School-to-Work Opportunities programs as defined in this Act, and such activities may include—

(A) recruiting and providing assistance to employers to provide the work-based learning components in the School-to-Work Opportunities program;

(B) establishing consortia of employers to support the School-to-Work Opportunities program and provide access to jobs related to students' career majors;

(C) supporting or establishing intermediaries to perform the activities described in section 104 and to provide assistance to students in obtaining jobs and further education and training;

(D) designing or adapting school curricula that can be used to integrate academic and vocational learning, school-based and work-based learning, and secondary and postsecondary education;

(E) providing training to work-based and school-based staff on new curricula, student assessments, student guidance, and feedback to the school regarding student performance;

(F) establishing in schools participating in a School-to-Work Opportunities program a graduation assistance program to assist at-risk and low-achieving students in graduating from high school, enrolling in postsecondary education or training, and finding or advancing in jobs;

(G) conducting or obtaining an indepth analysis of the local labor market and the generic and specific skill needs of employers to identify high-demand, high-wage careers to target;

(H) integrating work-based and school-based learning into existing job training programs for youth who have dropped out of school;

(I) establishing or expanding school-to-apprenticeship programs in cooperation with registered apprenticeship agencies and apprenticeship sponsors; and

(J) assisting participating employers, including small- and medium-size businesses, to identify and train workplace mentors and to develop work-based learning components.

TITLE III—FEDERAL IMPLEMENTATION GRANTS TO PARTNERSHIPS

SEC. 301. PURPOSE.

The purposes of this title are—

(1) to authorize the Secretaries to award competitive grants to partnerships in States that have not received an implementation grant under section 212, in order to provide funding for communities

that have built a sound planning and development base for School-to-Work Opportunities programs and are ready to begin implementing a local School-to-Work Opportunities program; and

(2) to authorize the Secretaries to award competitive grants to implement School-to-Work Opportunities programs in high poverty areas of urban and rural communities to provide support for a comprehensive range of education, training, and support services for youth residing in designated high poverty areas.

SEC. 302. FEDERAL IMPLEMENTATION GRANTS TO PARTNERSHIPS.

(a) IN GENERAL.—The Secretaries may award School-to-Work Opportunities implementation grants to partnerships in States that have not received an implementation grant under section 212, according to competitive criteria established by the Secretaries.

(b) APPLICATION PROCEDURE.—A partnership that desires to receive a direct Federal grant under this section shall submit an application to the Secretaries in accord with procedures specified by the Secretaries, but before the partnership submits the application to the Secretaries it shall first submit the application to the State for review and comment.

(c) APPLICATION CONTENTS.—The grant application from a partnership shall include a plan for local School-to-Work Opportunities programs that—

(1) describes how the partnership will meet the requirements of this Act;

(2) includes the State's comments, if any;

(3) contains information that is consistent with the content requirements for a State plan that are specified in section 212(b) (4) through (10);

(4) designates a fiscal agent to receive and be accountable for funds under this section; and

(5) provides other information that the Secretaries may require.

(d) CONFORMITY WITH APPROVED STATE PLAN.—The Secretaries shall not award a grant under this section to a partnership in a State that has an approved plan unless the Secretaries determines, after consultation with the State, that the plan submitted by the partnership is in accord with the approved State plan.

(e) IMPLEMENTATION ACTIVITIES.—Funds awarded under this section shall be expended by a partnership only for activities undertaken to implement School-to-Work Opportunities programs under this Act, including, but not limited to, the activities specified in section 212(g)(2).

SEC. 303. SCHOOL-TO-WORK OPPORTUNITIES PROGRAM GRANTS IN HIGH POVERTY AREAS.

(a) IN GENERAL.—From the funds reserved under section 505(b), the Secretaries are authorized to award grants to implement School-to-Work Opportunities programs, that include the basic program components and otherwise meet the requirements of title I of this Act, in high poverty areas, as provided in this section, of urban and rural communities, in order to provide support for a comprehensive range of education, training, and support services for youth residing in such areas. The Secretaries are authorized to award such grants according to criteria established by the Secretaries, except that the Secretaries shall not award a grant under this section to a School-to-Work Opportunities program unless the Secretaries determine after consultation with the State and partnership that it is in accord with approved State and local plans, if any.

(b) DEFINITION.—For purposes of this section, the term "high poverty area" means an urban census tract, a nonmetropolitan county, a Native American Indian reservation, or an Alaska Native village, with a poverty rate of 30 per centum or more, as determined by the Bureau of the Census.

(c) ALLOWABLE ACTIVITIES.—Funds awarded under this section may be expended for activities such as those that support school-based job specialists to assist students in obtaining employment, and that recruit employers and assist them to develop work-based learning opportunities for students.

(d) USE OF FUNDS.—Funds available under this section may be awarded in combination with funds appropriated for the Youth Fair Chance Program.

TITLE IV—NATIONAL PROGRAMS

SEC. 401. RESEARCH, DEMONSTRATION, AND OTHER PROJECTS.

(a) IN GENERAL.—With funds reserved under section 505(c), the Secretaries shall conduct research and development and establish a program of experimental and demonstration projects, to further the purposes of this Act.

(b) ADDITIONAL USE OF FUNDS.—Funds reserved under section 505(c) may also be used for programs or services authorized under any other provision of this Act that are most appropriately administered at the national level and that will operate in, or benefit more than, one State.

SEC. 402. PERFORMANCE OUTCOMES AND EVALUATION.

(a) IN GENERAL.—The Secretaries, in collaboration with the States, shall by grants, contracts, or otherwise, establish a system of performance measures for assessing State and local programs regarding—

(1) progress in the development and implementation of State plans that include the basic program components and otherwise meet the requirements of title I;

(2) participation in School-to-Work Opportunities programs by employers, schools, and students;

(3) progress in developing and implementing strategies for addressing the needs of in-school and out-of-school, at-risk youth;

(4) student outcomes, including—

(A) academic learning gains;

(B) staying in school and attaining a high school diploma, skill certificate, and college degree;

(C) placement and retention in further education or training, particularly in the student's career major; and

(D) job placement, retention, and earnings, particularly in the student's career major; and

(5) the extent to which the program has met the needs of employers.

(b) EVALUATION.—The Secretaries shall conduct a national evaluation of School-to-Work Opportunities programs funded under this Act that will track and assess the progress of implementation of State and local programs and their effectiveness based on measures such as those described in subsection (a).

(c) REPORTS.—Each State shall provide periodic reports, at such intervals as the Secretaries determine, containing information described in paragraphs (1) through (4) of subsection (a).

SEC. 403. TRAINING AND TECHNICAL ASSISTANCE.

(a) PURPOSE.—The Secretaries shall work in cooperation with the States, employers and their associations, schools, labor organizations, and community organizations to increase their capacity to develop and implement effective School-to-Work Opportunities programs.

(b) AUTHORIZED ACTIVITIES.—The Secretaries shall provide, through grants, contracts, or other arrangements—

(1) training, technical assistance, and other activities that will:

(A) enhance the skills, knowledge, and expertise of the personnel involved in planning and implementing State and local School-to-Work Opportunities programs; and

(B) improve the quality of services provided to individuals served under this Act;

(2) assistance to States and partnerships in order to integrate resources available under this Act

with resources available under other Federal, State, and local authorities;

(3) assistance to States and partnerships to recruit employers to provide the work-based learning component of School-to-Work Opportunities programs.

(c) PEER REVIEW.—The Secretaries may use funds under section 505(c) for the peer review of State applications and plans under section 212 and applications under title III of this Act.

TITLE V—GENERAL PROVISIONS

SEC. 501. STATE REQUEST AND RESPONSIBILITIES FOR A WAIVER OF STATUTORY AND REGULATORY REQUIREMENTS.

(a) STATE REQUEST FOR WAIVER.—A State with an approved plan may, at any point during the development or implementation of a School-to-Work Opportunities program, request a waiver of one or more statutory or regulatory provisions from the Secretaries in order to carry out the purposes of the Act.

(b) PARTNERSHIP REQUEST FOR WAIVER.—A partnership that seeks a waiver of any of the laws specified in sections 502 and 503 shall submit an application for such waiver to the State, and the State shall determine whether to submit the application for a waiver to the Secretaries.

(c) WAIVER CRITERIA.—The request by the State shall meet the criteria contained in section 502 or section 503 and shall specify the laws or regulations referred to in those sections that the State wants waived.

SEC. 502. WAIVERS OF STATUTORY AND REGULATORY REQUIREMENTS BY THE SECRETARY OF EDUCATION.

(a) IN GENERAL.—(1) Except as provided in subsection (c), the Secretary of Education may waive any requirement of any statute listed in subsection (b) or of the regulations issued under such statute for a State that requests such a waiver—

(A) if, and only to the extent that, the Secretary of Education determines that such requirement impedes the ability of the State or a partnership to carry out the purposes of this Act;

(B) if the State waives, or agrees to waive, similar requirements of State law; and

(C) if the State—

(i) has provided all partnerships, and local educational agencies participating in a partnership, in the State with notice and an opportunity to comment on the State's proposal to seek a waiver; and

(ii) has submitted the comments of the partnerships and local educational agencies to the Secretary of Education.

(2) The Secretary of Education shall act promptly on any request submitted pursuant to paragraph (1).

(3) Each waiver approved pursuant to this subsection shall be for a period not to exceed five years, except that the Secretary of Education may extend such period if the Secretary of Education determines that the waiver has been effective in enabling the State or partnership to carry out the purposes of this Act.

(b) INCLUDED PROGRAMS.—The statutes subject to the waiver authority of this section are as follows—

(1) chapter 1 of title I of the Elementary and Secondary Education Act of 1965, including the Even Start Act;

(2) part A of chapter 2 of title I of the Elementary and Secondary Education Act of 1965;

(3) the Dwight D. Eisenhower Mathematics and Science Education Act (title II, part A of the Elementary and Secondary Education Act of 1965);

(4) the Emergency Immigrant Education Act of 1984 (title IV, part D of the Elementary and Secondary Education Act of 1965);

(5) the Drug-Free Schools and Communities Act of 1986 (title V of the Elementary and Secondary Education Act of 1965); and

(6) the Carl D. Perkins Vocational and Applied Technology Education Act.

(c) WAIVERS NOT AUTHORIZED.—The Secretary of Education may not waive any statutory or regulatory requirement of the programs listed in subsection (b) relating to—

(1) the basic purposes or goals of the affected programs;

(2) maintenance of effort;

(3) comparability of services;

(4) the equitable participation of students attending private schools;

(5) parental participation and involvement;

(6) the distribution of funds to State or to local educational agencies;

(7) the eligibility of an individual for participation in the affected programs;

(8) public health or safety, labor standards, civil rights, occupational safety and health, or environmental protection; or

(9) prohibitions or restrictions relating to the construction of buildings or facilities.

(d) TERMINATION OF WAIVERS.—The Secretary of Education shall periodically review the performance of any State or partnership for which the Secretary of Education has granted a waiver and shall terminate the waiver under this section if the Secretary determines that the performance of the State, partnership, or local educational agency affected by the waiver has been inadequate to justify a continuation of the waiver, or the State fails to waive similar requirements of State law as required or agreed to in accord with section 502(a)(1)(B).

SEC. 503. WAIVERS OF STATUTORY AND REGULATORY REQUIREMENTS BY THE SECRETARY OF LABOR.

(a) IN GENERAL.—(1) Except as provided in subsection (c), the Secretary of Labor may waive any requirement of any statutory provisions listed in subsection (b) or of the regulations issued under such statutory provisions for a State that requests such a waiver—

(A) if, and only to the extent that, the Secretary of Labor determines that such requirement impedes the ability of the State or a partnership to carry out the purposes of this Act;

(B) if the State waives, or agrees to waive, similar requirements of State law; and

(C) if the State—

(i) has provided all partnerships in the State with notice and an opportunity to comment on the State's proposal to seek a waiver; and

(ii) has submitted the comments of the partnerships to the Secretary of Labor.

(2) The Secretary of Labor shall act promptly on any request submitted pursuant to paragraph (1).

(3) Each waiver approved pursuant to this subsection shall be for a period not to exceed five years, except that the Secretary of Labor may extend such period if the Secretary of Labor determines that the waiver has been effective in enabling the State or partnership to carry out the purposes of this Act.

(b) INCLUDED PROGRAMS.—The statutory provisions subject to the waiver authority of this section are as follows—

(1) section 106(b)(4) (performance standards), section 107 (selection of service providers), section 108 (limitation on certain costs), section 141 (gen-

eral program requirements), and section 142 (benefits) of the Job Training Partnership Act, except that section 141(c) and section 141(q) shall not be waived;

(2) section 123 of the Job Training Partnership Act (State education coordination and grants);

(3) part B of title II of the Job Training Partnership Act (Summer Youth Employment and Training Programs);

(4) part C, title II of the Job Training Partnership Act (Youth Training Program), except that section 263 (eligibility for services) shall not be waived; and

(5) part A (Employment and Training Programs for Native Americans and Migrant and Seasonal Farmworkers), part B (Job Corps), and part H (Youth Fair Chance Program) of title IV of the Job Training Partnership Act.

(c) WAIVERS NOT AUTHORIZED.—The Secretary of Labor may not waive any statutory or regulatory requirement of the programs listed in subsection (b) relating to—

(1) the basic purposes or goals of the affected programs;

(2) the eligibility of an individual for participation in the affected programs;

(3) the allocation of funds under the affected programs;

(4) public health or safety, labor standards, civil rights, occupational safety and health, or environmental protection;

(5) maintenance of effort; or

(6) prohibitions or restrictions relating to the construction of buildings or facilities.

(d) TERMINATION OF WAIVERS.—The Secretary of Labor shall periodically review the performance of any State or partnership for which the Secretary of Labor has granted a waiver and shall terminate the waiver under this section if the Secretary determines that the performance of the State or partnership affected by the waiver has been inadequate to justify a continuation of the waiver, or the State fails to waive similar requirements of State law as required or agreed to in accord with section 503(a)(1)(B).

SEC. 504. SAFEGUARDS.

The following safeguards shall apply to School-to-Work Opportunities programs under this Act:

(1) No student shall displace any currently employed worker (including a partial displacement, such as a reduction in the hours of non-overtime work, wages, or employment benefits).

(2) No School-to-Work Opportunities program shall impair existing contracts for services or collective bargaining agreements, except that no program under this Act that would be inconsistent with the terms of a collective bargaining agreement shall be undertaken without the written concurrence of the labor organization and employer concerned.

(3) No student shall be employed or job opening filled—

(A) when any other individuals is on temporary layoff from the participating employer, with the clear possibility of recall, from the same or any substantially equivalent job; or

(B) when the employee has terminated the employment of any regular employer or otherwise reduced its workforce with the intention of filling the vacancy so created with a student.

(4) Students shall be provided with adequate and safe equipment and a safe and healthful workplace in conformity with all health and safety standards of Federal, State, and local law.

(5) Nothing in this Act shall be construed to modify or affect any Federal or State law prohibiting discrimination on the basis of race, religion,

color, ethnicity, national origin, gender, age, or disability.

(6) Funds appropriated under authority of this Act shall not be expended for wages of students.

(7) The Secretaries shall provide such other safeguards as they may deem appropriate in order to ensure that School-to-Work Opportunities participants are afforded adequate supervision by skilled adult workers, or, otherwise, to further the purposes of this Act.

SEC. 505. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION.—There are authorized to be appropriated to the Secretaries $300,000,000 in fiscal year 1995, and such sums as may be necessary in each of the seven succeeding fiscal years for allocations to carry out this Act.

(b) HIGH POVERTY AREAS.—The Secretaries may reserve up to $30,000,000 in fiscal year 1995, and such sums as may be necessary in each of the succeeding seven years under this Act, to carry out section 303, which may be used in conjunction with funds available under the Youth Fair Chance Program, title IV–H of the Job Training Partnership Act (29 U.S.C. 1671 et seq.).

(c) NATIONAL PROGRAMS.—The Secretaries may reserve up to $30,000,000 in fiscal year 1995 and such sums as they may deem necessary under this Act, in each of the seven succeeding fiscal years to carry out title IV.

(d) TERRITORIES.—The Secretaries may reserve up to one quarter of one percent for School-to-Work Opportunities programs under this Act for the territories of the United States, which are the Virgin Islands, Guam, the Northern Mariana Islands, American Samoa, the Federated States of Micronesia, and the Republic of the Marshall Islands, and which include Palau until the Compact of Free Association is signed.

(e) NATIVE AMERICAN PROGRAMS.—(1) The Secretaries may reserve up to one quarter of one percent of the funds appropriated for any fiscal year under section 505(a) for School-to-Work Opportunities programs for Indian youth that are consistent with School-to-Work Opportunities programs carried out under title II of this Act and that involve Bureau funded schools, as defined in section 1139(3) of the Education Amendments of 1978 (25 U.S.C. 2019(3)).

(2) The Secretaries may carry out this subsection through such means as they find appropriate, including, but not limited to—

(A) the transfer of funds to the Secretary of the Interior; and

(B) the provision of financial assistance to Indian tribes and Indian organizations.

(f) AVAILABILITY OF FUNDS.—Funds obligated for any fiscal year for programs authorized under this Act shall remain available until expended.

SEC. 506. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.

The Secretaries are authorized, in carrying out this Act, to accept, purchase, or lease in the name of the Department of Labor or the Department of Education, and employ or dispose of in furtherance of the purposes of this Act, any money or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise, and to accept voluntary and uncompensated services notwithstanding the provisions of section 1342 of title 31.

SEC. 507. EFFECTIVE DATE.

This Act shall take effect on the day of enactment.

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Mrs. UNSOELD. I am pleased to be an original cosponsor of this bill. The time is long gone, as you know, where we can expect our students to move in a straight line from elementary school to middle school to high school and then on to a job. And we have to recognize that fact and that the world of work and the business community need to start intersecting with our education system much, much sooner than right after the high school graduation ceremony. I believe that this bill is a very important step in that direction.

At the same time, I would like to see the committee support and encourage even greater amounts of interaction between the business and education communities. We need to encourage businesses to get involved very early in the education process. In fact, I would like to see local businesses creating partnerships even with preschool programs.

Secretary Reich and Secretary Riley, thank you for joining us today. I look forward to your comments on how we can continue to encourage the world of school and the world of work to work together more closely.

Thank you.

[The prepared statement of Mrs. Unsoeld follows:]

STATEMENT OF HON. JOLENE UNSOELD, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON

Thank you, Chairman Ford, for holding this hearing on H.R. 2884, the School-to-Work Opportunities Act. I am pleased to be an original cosponsor of this bill.

The time is long gone where we can expect our students to move in a straight line from elementary school, to middle school, to high school, and then on to a job. We have to recognize the fact that the world of work—and the business community—need to start intersecting with our education system much, much sooner than right after the high school graduation ceremony. And I believe that this bill is an important step in that direction.

At the same time, I'd like to see our committee support and encourage even greater amounts of interaction between the business and education communities. We need to encourage businesses to get involved very early on in the education process—in fact, I'd like to see local businesses creating partnerships even with preschool programs.

Secretary Reich and Secretary Riley, thank you for joining us today. I look forward to your comments on how we can continue to encourage the world of school and the world of work to work together more closely.

Chairman FORD. Steve?

Mr. GUNDERSON. I will submit it for the record.

[The prepared statement of Hon. Steve Gunderson follows:]

STATEMENT OF HON. STEVE GUNDERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. Chairman, I would like to join you in welcoming Secretary Riley, Secretary Reich and Ms. Morra to this morning's hearing to provide us with recommendations on how we should proceed in the development of legislation that would establish a school-to-work transition system in the United States. Development of such a system of high-quality, work-based learning programs throughout the United States, that trains youth for skilled, high-wage careers which do not require a four-year college degree is vital. To this end, I joined in the introduction of H.R. 2884, President Clinton's "School-to-Work Opportunities Act of 1993." Similar to legislation that Mr. Goodling and I introduced earlier this Congress, this bill would address a serious inadequacy in this Nation's educational system, as well a significantly improve the quality of the U.S. workforce, enabling the United States to better compete in the global marketplace.

Demographic trends, technological change, increased international competition, and inadequacy of U.S. education and training systems have resulted in shortages of skilled workers, and an excess of unskilled, hard-to-employ individuals. Such a mismatch must not be allowed to continue. To add to this problem, a significant proportion of youth graduate from high school with inadequate basic skills and totally lacking in work-readiness competencies. An estimated 17 million workers need remedial education each year. Employers are so concerned, they are spending nearly a billion dollars a year just in basic skills education for their workers. Yet the United States is the only major industrial nation lacking a formal system for helping youth make the transition from school to work. Very little attention is paid in our U.S. educational system to preparing youth for the workplace.

Like our earlier legislation, H.R. 2884 has the goal of expanding the range of education and career options for the 70 to 75 percent of American youth who will not complete a four-year B.A. degree. By providing a broad degree of flexibility in establishment of school-to-work systems in States and localities, the legislation builds on successful efforts undertaken by innovative States and communities, while providing Federal guidance on the establishment of a national school-to-work policy. The legislation calls for the development of local partnerships of educators, employers, workers, and students to build high quality school-to-work programs. Under the proposal, school-based and work-based learning are integrated, with students participating in school-to-work programs gaining valuable work experience, under the guidance of a workplace mentor. Finally, students completing this program would receive a high school diploma, a certificate of competency in an occupation, entry into appropriate postsecondary education (where appropriate), and/or entry into a skilled, high-paying job with career potential.

I commend the President and the Secretaries of Labor and Education on their development of this legislation. And, I look forward to continuing our bipartisan work to improve our U.S. workforce preparation systems.

Chairman FORD. All right.

Have you gentlemen flipped a coin yet?

Secretary REICH. He won.

Chairman FORD. Who is going to kick, and who is going to receive?

STATEMENT OF RICHARD W. RILEY, SECRETARY OF EDUCATION, UNITED STATES DEPARTMENT OF EDUCATION, WASHINGTON, DC

Secretary RILEY. Mr. Chairman, due to my intellectual strength, I think Dr. Reich is going to let me go first.

Mr. Chairman, Mr. Goodling, Members of the committee, it is certainly a pleasure for me to have the opportunity to be with my good friend Secretary Reich and discuss the President's School-to-Work proposal.

We have a joint statement which we would ask be submitted for the record, and we will have more brief statements that we will present.

Early this month, I had the opportunity, along with Secretary Reich, to go to Delaware with the President and launch this new initiative. It was a wonderful way to kick off this program, which is all about a jump start; but that is what we are doing.

We are launching an initiative that will eventually help millions of young people to jump start their careers. Every year a couple of million young people begin high school; and then the majority, as Mr. Goodling points out, will never finish a four-year college degree, probably 75 percent as he said. Yet these young people are really the heart and soul of the future workforce of this country.

Many of these students just drift through school. They will sit in the back of the classroom. They will get Cs; and then when they graduate, suddenly they realize they have no idea how in the world to get a job. They have no family connections, no specific skills, no understanding about how to hook themselves into the economy. It is not always their fault. We have gotten into the habit of thinking that education is like an assembly line. It is the old industrial vision of education, and it simply doesn't work anymore.

Our children are smarter, and we think one of the reasons they turn off from school is sometimes it is simply a remarkably boring experience. It becomes routine, unchallenging; and if a child is subjected to a watered down curriculum, then pity that poor child.

Then we wonder why they drown themselves in television or finally give up and drop out. We never really answer a basic question for them: Why do I have to learn all of this? We haven't done a very good job of making the connection between earning a paycheck and some basic career goals. So they come out of school uninspired and, in some cases, without even the most basic skills.

The national adult literacy study found that about 20 percent of the people with the lowest level of literacy have high school diplomas. So what do they do? They bounce around, take any job to get by, and live from paycheck to paycheck if they can find work. Almost a third never figure out a real career path until they are around 30 years old. And that is about a decade after they graduate.

We need to reinvent the American high school to find a way to catch the attention of these young people to help them get a focus on life a little earlier. We can't continue to sort students into either a college track or a general track that leads to nowhere in particular. The high school of the future is going to have to give our young people a solid academic background that meets high standards, the kind of standards that would be established under Goals 2000, the Educate America Act, which will be benchmarked to the highest standards in the world.

At the same time, we will have to get them thinking about life beyond high school to give them an opportunity to choose from a series of career paths, to be able to enter programs like the one the President visited this month, one that starts them on a path toward getting a portable and nationally recognized credential, a skills certificate that tells every employer that these young people know what they are doing. And that is what the School-to-Work Opportunities Act hopes to achieve. And if we do this right—and we can—we can prepare these young people for even more sophisticated training at the community and four-year college level.

I want to thank Secretary Reich for his leadership in this effort. Our two Departments have worked hand in hand, along with staff of this committee and the Senate committee, both on Goals 2000 and on this companion initiative.

I can tell you that this type of cooperation is one sure way to reinvent government. The theme of reinventing government is the cornerstone of this legislation. In order to build school-to-work systems, we have to reinvent the whole Federal, State, community partnership.

The development of these school-to-work systems simply won't work if we think in terms of a Federal one-size-fits-all model. There is an enormous amount of creativity in this country. And this new initiative is designed to take advantage of this creativity, to build upon the innovative programs that some States and communities have already started.

As a former governor, I know what a difference it makes to have flexibility to craft your own solutions to fit the particular economy of your State and your community. And that is why this legislation includes waiver provisions to give States and communities the flexibility that they need to create a school-to-work system, one that encourages creativity to integrate existing Federal programs, like the Carl Perkins Act and the JTPA to support the development of a comprehensive school-to-work system.

Under this legislation, the Federal role is really to promote the creation of school-to-work systems at the State and local level. We will provide the seed capital to help States and communities get started. Conceptually, we will frame the picture by setting out three core components that every school-to-work program should have, and then we will give States and communities the latitude that they need to fill in the details.

First, every program will include school-based learning and a program of study that meets challenging academic standards developed under Goals 2000.

Second, every program will incorporate work-based learning, including paid work experience and workplace mentoring. Work-based and school-based learning will culminate in the award of high school diplomas and skill certificates that are recognized by industries and for which the students have trained.

And, third, local programs will be required to provide connecting activities that are essential to matching students with employers in bridging the worlds of school and work.

Because of the importance of high academic and skills standards, Goals 2000 is integral to the success of what we are trying to accomplish in this new program. Through Goals 2000, we hope to create challenging voluntary national standards for core academic courses. States will use these standards as benchmarks in developing their own high standards. Students in school-to-work programs will be expected to meet these high academic standards.

In addition, Goals 2000 also promotes the development of national skills standards. A student who successfully completes a school-to-work program will earn a skills certificate benchmarked to these national skill standards. The skill standards set by the National Board will state plainly what a person should know and should be able to do in a broad range of occupations.

Now, what does this mean for employers? It will give them some sense of security that a student who walks into their office with a skill certificate already has some of the basic skills needed to function in their industry. Students, for their part, will know that a skills certificate earned in Illinois will be respected from Oregon to Maine.

Finally, I believe this legislation will go a long way toward answering the question that students have been asking for generations: Why do I have to learn this? In the end, they will come to realize that the truth of the reminder that President Clinton has so often issued, "the more you learn, the more you earn." And in addition to their careers, this foundation of learning will make for better parents, for better citizens, and for a more fulfilled life.

Thank you.

Chairman FORD. Mr. Secretary.

STATEMENT OF ROBERT REICH, SECRETARY OF LABOR, UNITED STATES DEPARTMENT OF LABOR, WASHINGTON, DC

Secretary REICH. Thank you, Chairman Ford, Representative Goodling, Members of the committee.

It is now time for the world of education and the world of work to join together to make sure that every American child has an opportunity for a full and productive life, even if they are in the 75 percent who do not graduate from a four-year college.

I cannot stress with this committee enough the importance of beginning to overcome the widening gap between those who are prepared for the world of work and those who are not.

We have seen over the last 15 years a widening gap. Since 1980, the earnings gap between the college educated and the non-college educated has doubled. It continues to widen. This is a major national problem. A lot of that earnings gap has to do with the failure of this society to provide avenues of careers and upward mobility to young people who do not graduate from four-year colleges. We have to dispell the assumption, we have to disenthrall ourselves from the premise that in order to have a good job, you have got to have a four-year college education in this country. That can't be right. That can't be the only way to obtain a good job.

Technology and global competition are both conspiring to increase that gap. Technology is your friend if you are prepared to use it. Technology is your competitor and it is going to take your job away if you are not prepared.

We are talking not only about manufacturing, but also about services. You can see it all around us. Bank tellers replaced by automatic teller machines. Remember we used to have a lot of telephone operators. Now we have a lot of automatic switching machinery and on and on and on.

International trade is the same. Twelve thousand people are entering the world economy every week, the vast majority of whom would be delighted to work for a small fraction of prevailing American wages. Most of those people are working for wages far below Mexican wages.

In order to overcome the gap that is growing between the well prepared and the unprepared in this country—and it is beginning to be a yawning gap—we have got to prepare the unprepared.

This piece of legislation is just a beginning. It is not a panacea. It is not going to solve the problem but it is, potentially, a major step forward.

Now, it is easy to talk about. Over the last nine months, Secretary Riley and I have actually gone out there and looked at what is working. This legislation builds on what is working already. We have seen in various States and various communities school-to-work transition programs that really are making a difference.

We went to York, Pennsylvania, not too long ago. We saw some apprenticeship programs that really were with small machine tool, metal cutting plants, young people with mentors right there gaining the kind of training they need to have a good job.

In Vermont, apprenticeship programs and training programs are beginning to be provided to a lot of young people who are not going to four-year colleges. Students are working with community colleges and technical institutes, gaining work-based and school-based experience.

In Wichita, Kansas, Louisiana: There are pockets around this country where this is already working.

The intent of this legislation is not to impose a new layer of government bureaucracy. It is to provide seed capital to encourage more States and communities to get on board.

There are four vital reasons, it seems to me, why this particular model of legislation works: First of all, it lets business in on the ground floor. We have a long and noble tradition in this country of vocational education, and it has done a terrific job in many respects. This piece of legislation builds on that tradition. It lets businesses in on the ground floor of training their future workers. Under this program they will have designed training programs that fill their needs directly.

And, secondly, it does build on what works. We have tried to model the program around what we have seen that does, in fact, work around the country, not a one-size-fits-all model, but an attempt to provide some criteria that the vanguard States, the vanguard cities, and communities which are already doing it can meet and some planning money so everybody else can get on board. It will encourage a national network. Ultimately every State will have an effective system tailored to local needs.

Third, employers in partnership with labor define the skill requirements for jobs and help govern the program. What you are seeing here, the partnership between education and labor is, in effect, a metaphor for what we are beginning to see around the country and what this legislation seeks to achieve. Secretary Riley and I have been working very hard on this; but getting workers, educators, labor, and government officals around the country working together on these kinds of programs will get the ball rolling even faster.

And, finally, this program is about leveraging resources. It stretches scarce Federal dollars by using them as seed money or what might be called "venture capital" to encourage States and communities.

And by the way, what more important venture to invest in than young people's lives. We believe this Act is practical. We are particularly pleased that this proposal has so much broad-based support. Every major business organization has come out in support of it.

In addition, the AFL–CIO and other labor groups are very supportive. This is the kind of legislation for which the time has come.

I want to thank you, Members of this committee, for all the work you have done. We have been working with you, and many of you have been working on this issue for years.

Again, we are building on work that has been done, and the time has come to put that work to use.

Thank you.

[The prepared statements of Mr. Riley and Mr. Reich follows:]

The United States Department of Education
The United States Department of Labor

Joint Statement
of
Richard W. Riley
Secretary of Education
and
Robert B. Reich
Secretary of Labor
before
House Education and Labor Committee

September 29, 1993

Chairman Ford, Mr. Goodling, and members of the Committee, we thank you for this opportunity to appear here today to discuss the "School-to-Work Opportunities Act of 1993."

Our joint statement reflects the Department of Education's and the Department of Labor's unprecedented collaboration in the design and implementation of a major new education and training initiative. For our Departments, "reinventing government" has included working in partnership to design a new nationwide school-to-work system to create opportunities for students from all educational, social, and economic backgrounds. This new system is designed to be "bottoms-up" and outcome oriented, and, through "venture capital," is intended to bring to bear resources from other Federal, State, and local programs to leverage systemic reform.

We have benefitted greatly from the leadership of this Committee which has been so committed to improving the transition from school to work for all young people. You have laid much of the foundation for this initiative and have encouraged us to join with you in designing a comprehensive system that prepares young Americans for higher skill, higher wage careers.

Building on Successes

This legislation builds on the work of many States and localities that are rapidly developing innovative school-to-work programs which combine academic and occupational learning. Practitioners from across the country have met with us to share their experiences in operating youth apprenticeship, tech-prep, career academies, co-op education and other programs that prepare students for work and to offer their counsel for developing a nationwide system that goes beyond any single program.

The "School-to-Work Opportunities Act of 1993" reflects the recommendations of a wide spectrum of business, education, labor, civil rights and community based organizations, and State and local governmental organizations that have a strong interest in how American students prepare for careers. The Departments of Education and Labor have consulted with a wide ranging number of individuals throughout the development of the legislation. As a result of this input, we have a sound bill supported by numerous diverse organizations representing all of the stakeholders who are key to successful School-to-Work partnerships. An attachment to our statement lists organizations that have provided written statements supportive of the legislation.

Finally, we are enormously pleased that the School-to-Work Opportunities Act already has solid bipartisan support. Thus far, there are 15 Senate sponsors and 44 House sponsors. We hope that, as this proposal makes its way through the legislative process, additional co-sponsors from both parties will sign on.

This initiative is premised on the belief that work-based learning integrated with related academic training can provide American youth with the knowledge and skills necessary to make a successful transition from school to a first job in a higher-skill, higher-wage career. Throughout the spring and summer, and culminating in President Clinton's visit to the Opportunity Skyway Program in Georgetown, Delaware, a number of you have joined us on site visits to observe the impact on students of learning where there is no artificial division between what is practical and hands-on and what is academic. During these visits, the students we met talked about "doors being opened for them," "meeting role models," "expanding one's interests," "hands on experience is what counts" and "learning a lot more because it is fun." Finally, one young woman in the Opportunity Skyway Program, which prepares students for careers in aircraft maintenance or as pilots, spoke eloquently of the need for such opportunities to be available to students.

Need for a Comprehensive School-to-Work System

As this Committee knows too well, many of America's young people do not possess the basic academic and occupational skills necessary for the changing workplace or further education. Three-fourths of America's young people enter the workforce without four-year college degrees. Research indicates that the early years in the labor market for many graduating high school students are characterized as a "churning process" where youth who do find employment simply move from one low-skill job to another. Many do not find stable, career-track jobs for a good five to ten years after graduating from high school.

We also know that the wages, benefits, and working conditions of Americans without college degrees are eroding rapidly. In the 1980's, the gap in earnings between high school and college graduates doubled; for those without high school degrees, the gap grew even wider. The reasons are complex, but two factors stand out:

- the lack of a comprehensive and formal system to prepare youth for higher skill, higher wage jobs; and
- the shift in demand in favor of workers with skills and against workers without them.

While our major international competitors are refining and improving their school-to-work transition systems, the United States has yet to develop one. In practical terms, this means that, unlike their peers in Japan or Germany, for example, young Americans entering the workforce after high school make their way into their first jobs with little guidance, direction, or support.

Meanwhile, many American employers tell us they are unable to hire entry-level workers with strong academic and occupational skills, thereby harming their ability to compete successfully against international competitors that are increasingly transforming themselves into high performance work organizations.

As President Clinton said in his visit to the Opportunity Skyway program earlier this month: "If we are going to prosper in the world toward which we are heading, we have to reach out to every one of our young people who want a job and don't have the training to get it. We don't have a person to waste...when we waste them... the rest of us pay. We pay in unemployment. We pay in welfare. We pay in jail costs. We pay in drug use costs."

Putting in Place a Framework

The "School-to-Work Opportunities Act of 1993" puts in place the framework for a high-quality system in all States to serve significant numbers of young people, including those who plan on continuing their education at a college or university. This initiative is not about establishing a new program that will compete with existing programs for limited resources and customers; rather it is about putting in place the building blocks for a nationwide system. We expect that States and localities will be able to build such systems by enriching and expanding upon existing programs -- such as youth apprenticeship, tech-prep education, cooperative education, career academies, and school-to-apprenticeship programs.

Links with Goals 2000

This proposal is closely linked to the "Educate America Act: Goals 2000" which promotes the development and encourages the voluntary adoption of national academic and skill standards. These standards will provide a framework within which School-to-Work Opportunities programs will be developed and administered. All students, including students in a School-to-Work Opportunities program, would be held to the same high content and performance standards developed by States under the Goals 2000 legislation. School-to-Work Opportunities programs would have to prepare students -- both through school-based and work-based learning -- to meet these challenging standards. In addition, the establishment of national skill standards in broad occupational areas would guide the development of what a student in a School-to-Work Opportunities program would need to know do to earn a skills certificate.

We must set high expectations for all of our youth, college bound or not, and seize this opportunity to enlist employers' active involvement in preparing youth for work. Education, business, labor, and communities need to come together; academic preparation and occupational training should not be offered in isolation from the workplace.

Legislation's Primary Features

The proposed legislation provides "venture capital" for States and communities to underwrite the initial costs of planning and establishing a statewide School-to-Work Opportunities system. These systems would be driven by State and local decision makers and ultimately be maintained with other Federal, State, local and private resources.

Although the legislation provides for a significant degree of local flexibility and creativity so that programs can address local needs and respond to changes in the local labor market, there will be common elements in all programs. All School-to-Work Opportunities programs would contain three core components:

- Work-based learning includes providing students with a planned program of job training in a broad range of tasks in an occupational area, as well as paid work experience and mentoring;
- School-based learning includes a coherent multi-year sequence of instruction in career majors -- typically beginning in the eleventh grade and including one or two years of postsecondary education -- tied to high academic and skill standards as proposed in the "Goals 2000: Educate America Act." School-based learning must also provide career exploration and counseling, and periodic evaluations to identify students' academic strengths and weaknesses.
- Connecting Activities would ensure coordination of the work and school-based learning components of a School-to-Work Opportunities program, such as providing technical assistance in designing work-based learning components, matching students with employers' work-based learning

opportunities, and collecting information on what happens to students after they complete the program.

Students completing a School-to-Work Opportunities program would earn a high school diploma, and often a certificate from a postsecondary institution. They would also get a portable industry-recognized credential certifying competency in an occupational area. Most importantly, these students would be ready to start a first job on a career track or pursue further education and training.

Under this legislation, States will have multiple avenues to build school-to-work systems with Federal support-- development grants, implementation grants, and waivers. First, we expect every State that applies to get a development grant, which can be used both to produce a comprehensive plan and to begin the developmental work of constructing a system. Second, once a State has an approved plan, it can be considered for a five-year implementation grant. The school-to-work implementation funds will roll out in "waves" with leading-edge States awarded the first grants with the understanding that their efforts are, in part, to inform and improve subsequent efforts. This will enable the pace to pick up as we go along. We anticipate that with sufficient funds we will be able to begin supporting implementation in all States over the next four years.

State plans and applications for implementation funds must address some fundamental issues to ensure a successful state-wide school-to-work system. These include:

- Ensuring opportunities for all students to participate in School-to-Work Opportunities programs, including students who are disadvantaged students, students of diverse racial, ethnic, and cultural backgrounds, students with disabilities, students with limited English proficiency, low achieving and academically talented students, and former students who may have dropped out of school;
- Ensuring opportunities for young women to participate in programs that lead to high-performance high-paying jobs including jobs in nontraditional employment;
- Continuing the School-to-Work Opportunities program when funds under this proposal are no longer available.
- Coordinating funds under the School-to-Work Opportunities program with funds from related Federal education and training programs (such as the Carl D. Perkins Vocational and Applied Technology Act, the Elementary and Secondary Education Act, the Job Training Partnership Act, the Family Support Act, the Individuals with Disabilities Education Act and the Adult Education Act).
- Stimulating and supporting School-to-Work Opportunities programs to meet the requirements of the proposal and expanding the program throughout the State.

Implementation funds may be expended for activities undertaken to help a State implement its School-to-Work Opportunities system. The legislation provides that such activities may include, for example, recruiting and providing assistance to employers; conducting outreach activities to promote collaboration by key partners; providing training for teachers, employers, workplace mentors, counselors and others; providing labor market information to partnerships to help determine which higher skill, higher wage occupations are in demand; designing or adapting work based learning programs; and working with other States that are developing or implementing School-to-Work Opportunities systems. In addition, funds authorized by the legislation could be used, for example, to provide services to individuals who require additional support in order to participate effectively in a School-to-Work Opportunities.

Third, States will also have the opportunity to seek waivers to provisions of related Federal education and job training programs. Waivers are an additional resource to assist in the start up and implementation of School-to-Work Opportunities programs and to facilitate coordination between this new effort and existing programs. Though the pace of program expansion will depend on the amount of funds appropriated for the legislation, we have structured the initiative to enable rapid, nationwide activity.

Fourth, the legislation also authorizes support for direct Federal grants to local communities. These grants will be for communities that are prepared to implement a School-to-Work Opportunities program, but that are in States not yet ready for implementation.

Fifth, grants will be available for urban and rural areas characterized by high unemployment and poverty, to give these areas special support to help overcome the substantial challenges they face in building effective School-to-Work Opportunities programs.

Finally, funds are also provided to the Secretaries to offer training and technical assistance to States, local partnerships and others, to conduct research and demonstration projects and, in collaboration with States, to establish a system of performance standards.

Safeguards

The proposal also provides safeguards for the School-to-Work Opportunities program to protect students and existing workers. Among other stipulations, these safeguards will prohibit the displacement of any currently employed worker or reduction in the hours of nonovertime work, wages or employment benefits. The bill also ensures the integrity of existing contracts for services or collective bargaining agreements and the applicability of health, safety and civil rights laws.

Partnerships

The proposal requires broad-based partnerships in States and communities -- without these partnerships real and lasting changes will be difficult to achieve. States applying for Federal development and implementation funds must show how:

- The Governor, the chief State School Officer, State agency officials responsible for job training and employment, economic development, and postsecondary education and other appropriate officials are to be involved in the development and implementation of a School-to-Work Opportunities systems, and;
- The State will enlist the active and continued participation of employers, secondary and postsecondary educational institutions, labor, local elected officials, community based organizations and many others parties that should be part of a School-to-Work Opportunities system.

At the local level, partnerships composed of employers, public secondary and postsecondary educational institutions or agencies, and labor organizations as well as other appropriate entities will be responsible for local school-to-work programs.

Conclusion

The Departments of Education and Labor will continue to work in a collaborative relationship to implement an effective School-to-Work Opportunities system. Our collaborative efforts are a model for these State and local partners as they move forward with this new initiative.

We believe the School-to-Work Opportunities Act can help produce the skilled, prepared, and flexible workforce that the new economy demands. That is why this proposal is such an important part of the Clinton Administration's workforce investment strategy.

Mr. Chairman, we thank you for your commitment to work to gain rapid and bipartisan enactment of this important legislation, and for your ongoing leadership in this area. We look forward to continuing to work with you, Mr. Goodling, other Committee members, and other leaders in the House deeply committed to developing a comprehensive School-to-Work system in this nation.

ORGANIZATIONS THAT HAVE WRITTEN STATEMENTS SUPPORTIVE OF THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993

Business
National Alliance of Business
National Association of Manufacturers
The Business Roundtable
U.S. Chamber of Commerce

Labor
AFL-CIO
American Federation of Teachers
National Education Association
Service Employees International Union
United Association of Journeyman and Apprentices of Plumbing and Pipe Fitting Industry of the United States and Canada

Education
American Association of Community Colleges
Council of Chief State School Officers
National Association of State Directors of Vocational Technical Education Consortium
National PTA

Civil Rights and Community-Based Organizations
National Urban League, Inc.
National Youth Employment Coalition

State and Local
National Association of Counties
National Conference of State Legislatures
National Governors' Association
U.S. Conference of Mayors

Other
American Youth Policy Forum

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United States Department of Education
United States Department of Labor

WHY SCHOOL-TO-WORK?

School-to-work programs assist students in making the transition from school to a good first job on a high skill, high wage career track. Combining learning at the worksite with learning in school, school-to-work programs establish a partnership between schools and employers and prepare students for either a high quality job requiring technical skills or further education and training.

Promising school-to-work programs integrate work-based learning and school-based learning, academic and occupational learning and they link secondary and post-secondary education. Hands-on learning and the integration of school and work curricula help students see the connection between what they learn today and how well they will do in jobs tomorrow. The strength of school-to-work is the diversity of approaches in meeting local needs. Successful programs often share three basic program elements:

Work-based learning, which includes paid work experience, structured training and mentoring at the worksite.

School-based learning, based on career majors, which is a program of instruction designed to meet high academic and occupational skill standards.

Connecting activities, which assist employers, schools and students connect the worlds of school and work. This is the "glue" that helps the local partners deliver quality programs.

WHY SCHOOL-TO-WORK?

Seventy-five percent of America's young people do not achieve a college degree. Many of these young people are not equipped with the basic academic and occupational skills needed in an increasingly complex labor market. The low-skill, high-paying manufacturing jobs that once provided decent employment for relatively unskilled Americans no longer exist. Therefore, many high school graduates do not find stable, career-track jobs for five to ten years after graduation.

In today's highly competitive global economy, business performance is determined in large part by the knowledge and skills of workers. The technological pressures make employers reluctant to take a chance on inexperienced high school graduates whose diplomas signal nothing about their skills, knowledge and ability to perform increasingly difficult work.

The lack of a comprehensive and effective school-to-work transition system has also had a significant economic impact on students. In the 1980's, the gap in earnings between high school graduates and college graduates doubled; for those without high school degrees, the gap grew even wider.

Not only has the lack of school-to-work assistance had a negative impact on the earnings potential of our young people, but it also has had tremendous costs to business and our economy as a whole. Because businesses lack more highly-skilled workers, their productivity suffers and, in turn, our economy as a whole suffers.

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Partnerships for School-To-Work

No single approach to building school-to-work programs is appropriate for all communities. A successful school-to-work system will be built locally, not imposed top-down from Washington, D.C. Local partnerships of employers, schools, labor organizations, parents, students and community leaders together will design and implement the programs which fit their individual circumstances and unique needs.

A successful, national school-to-work system ought to build on the promising approaches being developed in many states and communities including youth apprenticeship, tech prep, career academies and cooperative education. Programs are more likely to succeed if there is ongoing community ownership of the program for bettering young American's career opportunities.

Successful school-to-work programs require the active involvement of business and community leaders, labor and educators. Employers, in partnership with labor, define the skill requirements for jobs, participate equally in the governance of the program, offer quality learning experiences for the students at the worksite, and provide jobs for students and graduates. Businesses share information with schools on the technologies, management processes, business practices and structure of work in today's organization. For school-to-work programs to be successful, all partners must work together to develop curricula that will prepare students to enter and succeed in technologically complex worksites.

The United States Department of Education
The United States Department of Labor

SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993
LEGISLATIVE FACT SHEET

The School-to-Work Opportunities Act, jointly administered by the Departments of Education and Labor, will bring together partnerships of employers, educators and others to build a high quality School-to-Work system that prepares young people for careers in high-skill, high-wage jobs.

Key Strategies for Building School-To-Work Systems:

- The legislation allows for flexibility so that programs can address local needs and respond to changes in the local economy and labor market. While the legislation requires core components and goals, it does not dictate a single method for fulfilling those requirements. Multiple sources of support -- federal grants to states, waivers, direct grants to local partnerships, and high poverty area grants -- will allow all states to build School-to-Work systems within the first few years.

- States and localities can build School-to-Work systems upon existing successful programs -- such as youth apprenticeship, tech-prep education, cooperative education, career academies, and school-to-apprenticeship programs.

- The legislation will promote the coordination of state, local and other federal resources. When the School-to-Work funds end, the programs will be supported by other resources.

- The active and continued involvement of local business, education, union, and community leaders is critical to the success of School-to-Work programs.

- The legislation will:

  - establish required components and goals of every School-to-Work program in the nation,

  - provide development grants for all states to plan and create comprehensive, statewide School-to-Work systems,

  - provide five-year, implementation grants to states that have completed the development process and are ready to begin operation of School-to-Work systems,

  - provide waivers of certain statutory and regulatory program requirements to allow other federal funds to be coordinated with comprehensive School-to-Work programs,

  - provide direct implementation grants to localities that are ready to implement School-to-Work systems, but are in states that have not yet received implementation grants, and

  - provide direct grants to high poverty areas to address the unique challenges of implementing School-to-Work systems in impoverished areas.

Basic Program Components

- Every School-to-Work program must include

  - Work-based learning that provides: a planned program of job training or experiences, paid work experience, workplace mentoring, and instruction in general workplace competencies and in a broad variety of elements of an industry.

  - School-based learning that provides: career exploration and counseling, instruction in a career major (selected no later than the 11th grade); a program of study that is based on high academic and skill standards as proposed in the Administration's "Goals 2000: Educate America Act," and typically involves, at least one year of postsecondary education; and periodic evaluations to identify students' academic strengths and weaknesses.

  - Connecting activities that coordinate: involvement of employers, schools and students; matching students and work-based learning opportunities; and training teachers, mentors and counselors.

- Successful completion of a School-to-Work program will lead to a high school diploma, a certificate or diploma from a postsecondary institution, if appropriate; and an occupational skill certificate. The skill certificate will be a portable, industry-recognized credential that certifies competency and mastery of specific occupational skills.

State and Local Governance

- The Governor, the chief state school officer, and state agency officials responsible for job training and employment, economic development, postsecondary education, and other appropriate officials will collaborate in the planning and development of the state School-to-Work system.

- Partnerships that consist of employers, secondary and postsecondary educational institutions, labor organizations, and other local community and business leaders are responsible for designing and administering the local School-to-Work programs.

Federal Grants to States and Localities

- State and local applications for direct federal grants will be submitted to a peer review team composed of federal staff and outside experts in education and training. State applications for implementation grants must include a plan for a comprehensive statewide system which shows how a state will meet the basic program elements and required outcomes. In addition, states must show how the programs will ensure the opportunity to participate is given to economically disadvantaged students, low achieving students, students with disabilities and dropouts.

- Localities will apply for subgrants administered by the states. The state process for distribution of subgrants will be reviewed and approved by the federal government.

School-to-Work Opportunities Act of 1993
Sponsors
* = original cosponsor as introduced on August 5

HOUSE (H.R. 2884)

*William D. Ford D-MI
*Richard Gephardt D-MO
*William F. Goodling R-PA
*Dale Kildee D-MI
*Pat Williams D-MT
*Austin Murphy D-PA
*Major Owens D-NY
*Matthew Martinez D-CA
*Steve Gunderson R-WI
*Robert Andrews D-NJ
*Scotty Baesler D-KY
*Xavier Becerra D-CA
*William Clay D-MO
*Rosa DeLauro D-CT
*Ron de Lugo D-VI
*Eliot Engel D-NY
*Eni Faleomavaega, D-AS
*Gene Green D-TX
*Ron Klink D-PA
*Nita Lowey D-NY
*Dave McCurdy D-OK
*George Miller D-CA
*Patsy Mink D-HI
*Susan Molinari R-NY
*Donald Payne D-NJ
*Nancy Pelosi D-CA
*Charlie Rangel D-NY
*Jack Reed D-RI
*Tim Roemer D-IN
*Carlos Romero-Barcelo D-PR
*Marge Roukema R-NJ
*Thomas Sawyer D-OH
*Jose Serrano D-NY
*Ted Strickland D-OH
*Jolene Unsoeld D-WA
*Lynn Woolsey D-CA
Steny Hoyer D-MD
Michael Castle R-DE
Martin Frost D-TX
Romano Mazzoli D-KY
Sander Levin D-OH
Amo Houghton R-NY

SENATE (S. 1361)

*Paul Simon D-IL
*Edward Kennedy D-MA
*Dave Durenberger R-MN
*Howard Metzenbaum D-OH
*Claiborne Pell D-RI
*Harris Wofford D-PA
*Mark Hatfield R-OR
*Carol Moseley-Braun D-IL
*John Breaux D-LA
*Christopher Dodd D-CT
*Patty Murray D-WA
Paul Sarbanes D-MD
Barbara Mikulski D-MD
Daniel Inouye D-HI
Barbara Boxer D-CA

STATEMENTS IN SUPPORT OF THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993

Business Organizations

"This is an important first step in helping the nation's youth earn access to jobs that pay good wages. The United States desperately needs a system for integrating school and work."

William H. Kolberg
President
National Alliance of Business

"This bill would allow companies to define the skill requirements for jobs at their company and to offer students the opportunity for worksite learning experiences."

Jerry Jasinowski
President
National Association of Manufacturers

"The Business Roundtable, comprising more than 200 major corporations, commends this new legislative initiative. It responds to our call for new policy initiatives to improve workforce training and development for U.S. competitiveness."

Lawrence Perlman
Chair, Working Group on Workforce Training
The Business Roundtable

"The system the administration proposes is a positive step toward improving the knowledge and skills of American learners and helping them succeed in an increasingly competitive global economy."

Richard L. Lesher
President
Chamber of Commerce of the United States of America

Labor Organizations

"The proposed legislation is further evidence of the Clinton Administration's commitment to involve labor organizations, educators, businesses, state and local governments, and others in partnerships to build a high-skill, high-wage workforce."

AFL-CIO

STATEMENTS IN SUPPORT OF
THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993
- 2 -

"Whether young people are headed for college or work, this legislation expands their options. A key part of President Clinton's education reform effort, it will bring the discipline of standards to work-preparation programs."

Albert Shanker
President
American Federation of Teachers

"Since most other developed countries have well-established transitional programs from school to work, it is high time that our nation create a more coherent system."

Keith Geiger
President
National Education Association

"For too long, we have failed to assist youth in making that all-important transition from school to the labor force. This legislation takes an important step in providing students with the high quality education and on-the-job training they need to enter into the high wage, high skill jobs of the future."

John J. Sweeney
President
Service Employees International Union

"The United Association supports the goals and principles of this legislation. We are hopeful that the programs created under this act will, in fact, help America's youth to acquire high quality training and lead to high wage/high skill jobs."

Marvin J. Boede
President
United Association of Journeyman and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada.

Education Organizations

"We are particularly pleased that the legislation acknowledges that a strong postsecondary role in School-to-Work is key to its success. Our member institutions look forward to playing a central role in the development of School-to-Work programs across the country."

David Pierce
President
American Association of Community Colleges

"The legislation will serve as an important catalyst for statewide coherent systems of preparation for employment focused on high skills and high wages."

Gordon M. Ambach
Executive Director
Council of Chief State School Officers

NASDVTEC feels confident that this legislation will develop a better trained and prepared workforce and encourage a system with well-designed school-based and work-based learning. The nation's economy, students, the education system, the labor market, and competitiveness will benefit from the success of this initiative."

Madeleine B. Hemmings
Executive Director
National Association of State Directors of Vocational
Technical Education Consortium

"The school-to-work systems that would be created by this legislation will combine strong academic training with job-related learning to help prepare young people to face the challenges of American society when their school years are completed. We applaud the partnership that will be created when business and industry leaders, employers, parents, schools, students and community leaders work together to devise the school-to-work programs."

National PTA

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STATEMENTS IN SUPPORT OF
THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993
- 4 -

Civil Rights and Community-Based Organizations

"The proposed legislation is flexible and addresses local needs and labor markets. It also builds upon existing successful programs and provides direct grants to high poverty communities."

John E. Jacob
President and Chief Executive Officer
National Urban League, Inc.

"(The) Administration's proposed legislation will help the United States to be globally competitive and to achieve higher living standards through high-wage, high-skill jobs."

Alan Zuckerman
Executive Director
National Youth Employment Coalition

State and Local Elected Officials Organizations

"This legislation is the first step in a much needed nationally coordinated effort to ensure that today's schools are teaching the necessary skills for tomorrow's worker."

Barbara Sheen Todd
President
National Association of Counties

"The administration has recently unveiled major legislation that would give grants to states and localities to implement school-to-work programs. The governors look forward to working closely with the Congress and the administration to expand school-to-work opportunities."

National Governors Association

"The legislative proposal recently transmitted to Congress shows great promise in meeting the needs of our nation's young people."

Jerry E. Abramson
President
The United States Conference of Mayors

STATEMENTS IN SUPPORT OF
THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993
- 5 -

Other Organizations
"The proposed legislation is truly visionary, carefully crafted through the finest public outreach effort I have observed in my 33 years in Washington. Instead of students bored into passivity or into anti-social behavior, the proposal points the way to hands-on, active, experiential learning in which students are motivated to achieve academically through organic connections with employers and workplaces."

Samuel Halperin
Director
American Youth Policy Forum

The Business Roundtable

Workforce Training and Development for U.S. Competitiveness

August 1993

To Promote Workforce Competitiveness

1. *The Transition from School to Work*
One of our country's greatest challenges in the area of workforce development is to restructure the transition from school to work. The Competitiveness Policy Council concluded in March 1993 that because of our failure to better integrate school and work, "we are producing a substantial cohort of workers with poor basic skills, little understanding of what work demands, and limited grasp of how to find a good job or get good training."

Employability preparation to facilitate the entrance of young people into productive careers must become a priority mission of our educational system. An essential element for that transition is to ensure that all graduates have acquired at least the competencies and skills outlined in the SCANS report so that the high school diploma becomes a certificate of achievement. In addition, students should be taught the principles and processes required for participation in high performance work teams and total quality environments. These are critical "life skills" for personal development and effectiveness in all working environments, public and private.

Few employees, if any, will be able to plan on lifetime employment security with their employers. Employment security needs to be redefined as employability security. College and non-college-bound youth should learn these employability skills. Creating this awareness will involve curriculum change and should begin early in junior high, continue through high school and, in fact, become part of the learning curriculum of workplaces throughout our Nation.

Reforms of the public education system to support programs related to the transition from school to work should be based on systemic reform of the schools, and should accord with the nine principles set forth in the Roundtable's public policy statement, "The Essential Components of a Successful Education System."

Present "school-to-work" programs encompass a variety of models being tried throughout the U.S. Youth apprenticeships, tech-prep, career academies, cooperative education, junior achievement, and school-based enterprise all offer promising approaches. Community colleges could play an important role in this process, including using retired professionals in fields such as engineering, accounting and management information systems to provide training. To meet the needs of non-college-bound youth, effective school-to-work transition programs will require the following:

- Recognition of the central role employers must play in effective school-to-work transition programs – in the development of standards; in curriculum preparation; in the design of structured work experiences and other school-to-work models; in the certification process; and in the creation of work-based learning opportunities for students.

- Definition of the skills required based on the "customer driven" approach. In addition to the basic readiness skills recommended by SCANS, workforce competitiveness also requires the development of skills needed by high performance workplaces. The development of these skills should be one element of a broader partnership among business, education, labor and government to implement the principles of Total Quality. "Quality" skills standards should be emphasized at all levels – primary, secondary and post-secondary.

- A curriculum that integrates school-based and work site learning, developed jointly by schools, business and labor where appropriate, that will insure that there are high standards for graduation and that students learn the required skills. An effective school-to-work transition curriculum will include: orientation to occupational categories and employment opportunities; understanding of occupational duties, skill requirements and performance outcomes, instruction about required school courses and job skill development; a career orientation process to help students appreciate their preferences and aptitudes and how these are linked to specific curricula and job skill development; and improved teacher training in the school-to-work transition.

- Business, large and small, should become engaged with local education agencies and schools to improve the school-to-work transition process. Consideration should be given to incentives, including tax incentives, to encourage greater employer engagement in school-to-work programs. An effective collaboration between schools and business must ensure that transition programs teach students the skills that business needs. In the end, this will be the best incentive for active business participation.

- A system for giving credentials for those acquiring the skills. Business ultimately will need to make the commitment that where the achievement of skill credentials is based on the principles of competitiveness and Total Quality, such credentials will be a meaningful factor in hiring decisions, along with legal considerations and actual job requirements.

- Considerable infrastructure barriers exist that may prevent rapid expansion in the scale of school-to-work programs in the U.S. Concerns about the availability of teachers and mentors, student salaries, curriculum, certification of skills achievement, and the integration of academic and workplace learning demand careful consideration. The U.S. government could be a catalyst in funding pilot projects designed to replicate "best practices" and in helping to build capacity at the state and local levels to improve the school-to-work transition and employer cooperation with educational institutions. In addition, the government can play an important role in identifying and disseminating information about successful school-to-work models at home and abroad.

2. *Skill Standards*

The United States has no accepted standards for the skills needed for the successful performance of most non-professional occupations nor any accepted means for measuring the level of such skills. Many have argued that the development of a competitive workforce requires such standards to ensure that workers are trained to skills levels benchmarked to the highest standards of our international competitors. A few industries have established such standards and a number of pilot programs to develop them in other industries and occupations are currently underway by industry associations and others with some funding from the Federal government.

A workforce development system that meets the demands of an internationally competitive economy requires workers to acquire skills that meet appropriate standards. The Competitiveness Policy Council reports that four in ten U.S. business executives say they cannot modernize their equipment because their workers lack necessary skills. Work readiness skills should include the five workplace competencies identified by SCANS (resources, interpersonal skills, information, systems, and technology) and the three-part foundation skills (basic skills, thinking skills and personal qualities). With respect to skill standards, the focus should be on "customer" requirements and should involve the following elements:

- Voluntary, flexible national occupational skill standards should be developed by a partnership among business, education, labor and government driven by the principles of workforce competitiveness and Total Quality.

- The federal government can promote the development of world-class skill standards by encouraging business to establish and disseminate standards of excellence which will improve the international competitiveness of the U.S. The role of government in the development and promulgation of skill standards should be one of leadership and guidance rather than one of control and mandates.

- Methods should be developed to measure whether skill levels have been attained, with maximum recognition of the need for local flexibility and special needs, and continuous reexamination of new skills needs.

- Certificates of attainment of these skills should be used as significant factors in hiring decisions, along with legal considerations and actual job requirements.

- Workforce development programs, whether school to work or adult, should be assessed on the basis of their ability to train workers to meet such skill standards.

- Standards should be benchmarked to world-class levels of performance and this benchmarking data should be made widely accessible to companies, training institutions, and schools.

- Pilot projects should be established, within a flexible basic framework that will speed time to market of initial standards development and testing. The U.S. will gain ground faster if each industry-based partnership is given the flexibility to take risks, try alternative approaches, and adapt quickly to its customer input.

THE WHITE HOUSE

Office of the Press Secretary
(Georgetown, Delaware)

For Immediate Release September 3, 1993

REMARKS BY THE PRESIDENT AT SCHOOL TO WORK PROGRAM OF OPPORTUNITY SKYWAY

Delmarva Aircraft Hangar
Sussex County Airport
Georgetown, Delaware

10:47 A.M. EDT

THE PRESIDENT: Thank you. I want to say how delighted I am to be back in Delaware. You know, when I saw Governor Carper here I was reminded of a time back during the election when Senator Biden and I had a big rally in Wilmington. And I was pleased to say that I was delighted to be in a place where it was not a disadvantage to be the governor of a small chicken-growing state. (Applause.)

I am delighted to be here today. I can tell all of you are happy, too. How could you not be when you see students like Chrissy and Francis making those presentations? Weren't you proud of them? They were great. Let's give them another hand. (Applause.)

I also want to thank Governor Carper and my former colleague and longtime friend, now your Congressman, Mike Castle; and Senator Biden -- without him I don't think I could function as President -- all of them for being here today. He is not responsible for the mistakes I make, only for the things that go right. (Laughter.)

I want to thank all your state officials for coming here today and many of the local officials, and all of you from the various groups. I want to say a special word of thanks to the two persons who also spoke on the program, Dorothy Shields from the AFL-CIO; and my longtime friend, Larry Perlman, who came from a long way away. He lives in Minnesota, and he thought enough of this project to come here to represent the American business community. This is the sort of partnership that I want us to have in America.

I'd like to say, too, how much I appreciate the work that has been done by this education program -- and to Diane and to all the others that are here -- Carlton Spitzer and others -- I thank you for the work you have done.

I came here today not just to showcase these fine students, but to make the point that every student in America needs the opportunity to be in a program like this. (Applause.)

I got into the race for President because I was very concerned about the direction of my country, a direction that had been underway for 20 years under the leadership of people in both parties in Washington with forces that are beyond the reach of ordinary political solutions. In 1973, real hourly wages for most working people peaked in this country, if you adjust them for inflation. For 20 years, most Americans had been working a longer work week for the same or lower wages, once you adjust them for inflation, while they've paid more for health care, housing and education.

We have tried a number of things to deal with this issue, to deal with the whole question of how do you keep alive

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the American Dream; how do you offer each generation of young people a better future than their parents had. It is clear to me that we have to revive our economy, all right, and we also have to pull our people back together. And the two things are inseparable. We need to offer our people more opportunity, insist that they assume more responsibility. We need to all be reminded that we are in this together. We have to recreate the American community.

That's why when you see here business and labor and government, when you see young people of different racial and ethnic groups, when you see people reaching across their party lines, you really see the future of America if it's going to be a good future.

I picked the two Cabinet members who are here with me today because I thought they could help us to create that future. The Secretary of Labor Bob Reich, has been a friend of mine for 25 years, and I think has written more thoughtfully than any other person I know about the future of the American work force and what's happening to us in this global economy.

The Secretary of Education Dick Riley, has been my friend for about 15 years now, was my colleague and one of the best governors I ever served with on the issues of education and economic development. In other words, one of them is at the Labor Department, the other's at the Education Department, but they both understand that if you want a good economic future, there can be no simple division between work and learning. We must do both. (Applause.)

In the last several months and in the months ahead, you will see a lot of publicity about other initiatives of our administration: The economic plan that reduced the deficit, increased incentives to invest, offered 90 percent of our small businesses a chance to reduce their tax burden, but only if they reinvest in their businesses and gave tax relief to 20 percent of the working poor families in the state of Delaware.

The reinventing government program that the Vice President will announce next week that will help us to virtually revolutionize a lot of the things about the federal government, to eliminate waste and inefficiency and give all of you better value for your tax dollar.

The health program that the First Lady has worked on so hard for several months now, which will finally give every American family the security of knowing they won't lose their health care if they lose their jobs or someone in their family is born with a serious medical condition, and will give the American business community the assurance that we're not going to bankrupt the country and wreck the economy by continuing to spend more and more and more for the same health care. (Applause.)

I will ask the Congress to approve with the amendments that we secured the trade agreement between the United States and Canada and Mexico because I believe it will create more jobs. And we'll have a vigorous debate about that, but I will tell you this: the real problem we've got right now in America in creating more jobs is rooted at least in part in the fact that our exports are not selling abroad because we have too many trade barriers in the world and slow economic growth everywhere.

Latin America is the second fastest growing part of the world. They can buy more of our things, and they should.

And finally, Senator Biden and I are going to work on a new crime bill that will put more police officers on the street and take more guns out of the hands of our children. (Applause.)

MORE

All of these are critical to restoring opportunity, insisting on more responsibility from our people, and giving America the sense that we are one community again. But none of them will work unless we maintain a steadfast determination to educate and train our people at world-class standards.

We are living in a world where what you earn is a function of what you can learn; where the average 18-year-old will change jobs seven times in a lifetime; where there can no longer be a division between what is practical and what is academic. Indeed, one of the young students back there said, I'm learning a lot more than I used to because this is fun. Now, that sounds funny and a lot of you clapped when Chrissy talked before, but the truth is there's a lot of very serious academic research which indicates that significant numbers of our people actually learn better in practical circumstances than they do in classroom settings. It's different for different people. (Applause.)

For two centuries our education system has always been adequate to the task and has helped us to keep alive the American Dream -- an awful lot of people here today who wouldn't be doing what you're doing if you hadn't had the opportunity to get a good education.

But on the eve of this new century, when we are struggling so hard to get and keep good jobs; when we are struggling hard to reestablish the premise that people that work harder and are more productive should earn more money year in and year out; a world of instant communication, supersonic transportation, worldwide technologies in global markets and a veritable explosion of knowledge and invention, we have to face the fact that we, while we still have the best system of higher education in the world, are the only advanced country without a system to guarantee that every student that doesn't go on to a four-year college institution has the opportunity to be in this program or one like it that we're celebrating here today. (Applause.) We don't do that. (Applause.)

So what happens? We see these young people talk and we see these young people demonstrate their skills, and our hearts are filled with joy, and we're proud and we know they're going to have a decent future. What we don't see here today is that 50 percent of the high school graduates in this country do not go on to college, 75 percent of the high school graduates in this country don't finish college, and nowhere near all of them are in programs like this which should start when they are in high school. That is what this is all about today. (Applause.)

During the 15-year period from 1973 to 1989, the wages of young high school graduates -- that is young people who are under 25 who had only a high school diploma -- dropped about 40 percent in real terms. The wages of young high school dropouts -- that is, people who are working full-time -- dropped even more. Why? Because of the downward pressure on those wages caused by global competition, caused by mechanization, caused by all the pressures that you all know. But young people who got at least two years of post-high school training related to a workplace skill for which there is a demand in this global economy were overwhelmingly more likely to get good jobs with rising incomes.

And when you look at the American economy, when you see the unemployment rate, or you see the income statistics, you know that they're grossly oversimplified. If the unemployment rate is 6.8 percent, what it really means is that the unemployment rate among people over 40 with college educations is about 3.5 percent, which is almost zero. You've got almost that many people walking around at any given time. But the unemployment rate among young people who drop out of high school may be 20 percent. And if they happen to live in a place where there's already high unemployment, it may be 40 or 50 percent.

MORE

This issue that we're meeting here about today may never acquire a great deal of public attention because we're not fighting about it. The bill that I introduced shortly before the Congress left has Republican as well as Democratic cosponsors. They are labor as well as businesspeople up here. We are not having the old fights, but the old fights have not provided the new solutions that America desperately needs. And that is what we are here today to seek.

Change is going to happen in this country. No president can promise to shield the American people from the changes going on. And anybody that tries to is simply not being candid. The real question is whether change is going to be the friend of these young people and the rest of us or our enemy. And that depends on whether we can adapt to change.

This program today is an example of what America has to do to adapt to change. We can no longer afford to be the only advanced nation in the world without a system for providing this kind of training and education to everybody who doesn't go on and get a four-year college degree. We can do better. We can have programs like this everywhere. And that's what our legislation is designed to do. (Applause.)

This legislation basically will support learning in the workplace, learning in the school room, and connections between the workplace and the school room. It will involve all kinds of programs that are working. It is not a big federal top-down program, but we will have some common standards -- a certificate that means something when you finish a program, meaningful learning in the workplace and in the school room, a real connection between work and school, and a real chance to get a job.

And when combined with the other major piece of education legislation that we have in the Congress, the Goals 2000 program, which seeks to enshrine in the law the national education goals that the governors adopted along with the previous administration of President Bush back in 1989, that legislation will establish for the first time a national system of skill standards so that you will actually know whether you're learning what you're supposed to learn by national standards and whether they stack up with the global competition. That is what we seek to achieve -- not with a new federal bureaucracy, but by building on successes like this. (Applause.)

This bill involves a historic partnership, too, between the Departments of Education and Labor. They will sort of operate like venture capitalists. They will provide seed money to states, set the goals and the standards, give waivers to communities to give them more flexibility as they set up new programs, and require that the graduates attain real skill certificates that verify the quality of their training. But the design and planning of the programs will be left to states and communities and educational institutions who know best how to address the local possibilities.

Finally, the School to Work legislation will enable our nation for the first time, to create the kind of partnership that we so desperately need between schools, businesses, labor and communities, so that we can connect our people to the real world.

That's why the Business Roundtable, the National Association of Manufacturers, the United States Chamber of Commerce, the National Alliance of Business, the AFL-CIO, and leading Republican and Democratic legislators all support this legislation.

If we are going to prosper in the world toward which we are heading, we have to reach out to every one of our young

MORE

people who want a job and don't have the training to get it. We don't have a person to waste. And believe you me, when we waste them, the rest of us pay. We pay in unemployment. We pay in welfare. We pay in jail costs. We pay in drug costs. (Applause.)

And when we make education come alive as it has for these young people who showed me their plans, when we enable students to apply English history and science to the practical problems of the workplace, we are building a future that all of us will be a part of. We must -- I will say it again -- we must learn to integrate serious academic study into the workplace, starting in high school and continuing for at least two years thereafter for every one who needs it.

If we do it, if we do it, we are going to do as much as anything else we could do to guarantee most Americans a real shot at a good future. And if we don't all of our other, all of our other economic initiatives will be consigned to less than full success.

I got into this issue when I was a governor of a state not unlike Delaware, and I saw too many people working their fingers to the bone for less and less and less; too many people who were dying to go to work who could never find a job; too many people who didn't have impressive academic accomplishments, but were plenty smart enough to learn anything they needed to know to compete and win in this global economy. I determined then, as a governor that if I ever had a chance to do something about this in this country, I would. And that's what we're here doing today.

I want you to support this legislation just like you support Opportunity Skyway. I want you to support the idea that the public and private sectors all over America can do for all of our young people who need it what this program has done for the young people we've heard from today: provide a smooth transition from school to work.

So far, 900 high schools students have participated in Opportunity Skyway. Many of them are on route to careers in aircraft maintenance, avianics and airline piloting. Now they'll find out how much algebra and geography they've learned. And I'll say this, I'm on my way back to Washington now using a flight plan that the students prepared. (Applause.)

Three or four hours from now, if I'm wandering out over the Atlantic somewhere -- (laughter) -- I'll know I wasn't very pursuasive today.

There are programs like this one all over the country; we're going to build them. But we need your help. Next week when the Congress comes back I hope each one of you will do what you can to encourage the United States Congress, without regard to party, to embrace this new approach to a new economy to give these young people a new future and give America a better future.

We can make a real difference, folks, a real difference if we'll pass this legislation and get about providing every young people the opportunity to be as self-assured, as knowledgeable, as skilled as the two young people you heard from today. That's an important legacy we ought to leave to them.

Thank you and God bless you all. (Applause.)

END 11:06 A.M. EDT

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New York Times November 26, 1992

Teaching High School Students How to Work

By JASON DePARLE
Special to The New York Times

BOSTON — In the morning, they are two high school girls with big hair, red nails, and bored looks in physics class. Sylvia Velez doodles. Susan Colarusso chews gum. They wonder what they have to gain by memorizing the difference between velocity and acceleration.

But in the afternoon they are cheerful exemplars of the job-training approach that economists, in unusual numbers, are endorsing as a tonic for the nation's ailing economy. As members of a youth apprenticeship program here, called Project ProTech, they spend part of their high school days cultivating a marketable skill, in their case as hospital technicians.

Traveling each day to one of the nation's premier teaching hospitals, they turn tissue samples into medical slides. They get paychecks. They complain about taxes. "We're women of the 90's," Ms. Velez said with unconcealed pride.

To Revive the Economy

That at least is the hope of many job-training experts. They argue that to revive the economy the nation must not only create more jobs but also train better workers, especially high school students who do not go on to graduate from four-year colleges. These students make up 70 percent of all those who start high school, and they have seen their earnings decline sharply in recent years.

Many, including the older siblings of Ms. Velez and Ms. Colarusso, leave school disaffected, enter the work force with no special training and bounce from one low-wage job to another, year after year, before settling into unpromising occupations. Many economists believe that this not only hurts the workers' personal finances but also leaves the nation at a disadvantage in its competition with other nations that have better trained workers. While unskilled young people are now seen as a brake on the economy, if properly trained, they could help power its engine.

Attempts to blend high schools and job-training have a long American history, but the record is mostly undistinguished, leading to few good jobs. Only a few thousand students are now in youth apprenticeship programs being tried in about 20 states. But what makes these programs different, their advocates say, is the intensity of the training and the goal of leading to a certifiable skill universally recognized by employers.

Students in Project ProTech are promised part-time hospital jobs during two years of high school and two years of junior college, after which they are supposed to be certified in a marketable medical skill. While Ms. Velez and Ms. Colarusso are working in histology, the study of tissues, other students work in radiology or hematology. In other parts of the country, apprenticeship programs are training students to work in machine shops or commercial printers.

President-elect Bill Clinton is so enthusiastic about the approach that he made it a frequent campaign theme and has pledged legislation that would provide about $2 billion a year to support the programs.

"It's a big deal for us," said Bruce Reed, the Clinton transition team's deputy director for domestic policy.

But it will be a formidable task to turn youth apprenticeships from a group of promising pilot projects to a common American experience. To do what the advocates want would require a fundamental reorganization of American education. It would demand a kind of cooperation among businesses, schools and Government that is common in some countries but unprecedented here.

"On the one hand, there really is a consensus that we have to do something drastic about what is the worst school-to-work-transition system in the industrial world," said Andrew Hahn, a professor of public policy at Brandeis University and an advocate of youth apprenticeships.

"But," he warns, "the technical problems of apprenticeship programs could be overwhelming; where are you going to put all these kids?"

Obstacles

Cost and Effort Are Substantial

Project ProTech illustrates both the potential benefits and the likely perils of the youth apprenticeship approach. After morning classes of English, algebra and physics, Ms. Velez rides a bus downtown to Deaconess Hospital, which is affiliated with Harvard Medical School.

There she joins the hospital technicians who take pieces of patients' bones and tissue, process them in chemicals, imbed them in wax and then slice them into razor-thin ribbons. She takes the shavings, attaches them to slides, dips them in dye and carefully checks the numerical coding, to be sure the slides are matched to the patients.

Her pride in her white lab coat is unmistakable, and her supervisor, Freddy Perez, says that with a year's training she is now as competent as most members of the regular staff.

"I can guarantee you a hospital would hire her," he said. "I would hire her."

Ms. Colarusso does similar work on experimental tissues in a research laboratory.

Part of ProTech's promise is that it centers on an expanding industry, health care, where future employment opportunities are likely to be plentiful. Like hospitals, many printers and machine-tool businesses have also been concerned about the availability of trained employees, and some are sponsoring apprenticeship programs, too.

But all these programs are too new to have track records. And in Boston, program officials warn that it takes considerable amounts of time and money to coordinate the three-way relationship among the schools, hospitals and the Private Industry Council, the business group that runs ProTech. Even with a $970,000 Federal grant, the program is able to serve only 120 of the city's 15,000 high school students.

Lois Harrison-Jones, the school superintendent, speaks of ProTech admiringly but balks when asked if she would commit money from her own shrinking budget to sustain it. "If that happened, it would be at the expense of something else," she said.

In addition, the students who participate have been selected in part because of their special motivation. ProTech applicants have to write essays, get supporting letters from teachers and families and submit to inter-

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views by the hospital, school and industry council.

Last year 115 people applied for 70 spots. Youth apprenticeships are unlikely to help the most troubled students, since no one expects hospitals or businesses to take on the burden of training.

For Ms. Velez and Ms. Colarusso, both 18 years old, the program does seem to be having a clear, positive effect. But it is not necessarily the one intended. The students, their families and their supervisors say the program has raised their confidence and drive, but neither student is sure she wants to be a histology technician. Both are applying to four-year colleges, something they did not plan to do before entering the program, but remain uncertain about what will come next.

"I'm not sure what I'm going to do yet," Ms. Velez said.

"Yeah, there's so much," Ms. Colarusso said.

While no one denigrates the importance of general ambition, Mr. Hahn, the Brandeis professor, warns that this is not the goal of apprenticeships. "These are very expensive programs that are supposed to place people in particular jobs," he said.

Dead Ends

Bored in Schools, Lost in Job Market

As the economy has shifted away from semiskilled but well-paying manufacturing jobs in the last two decades, the prospects of unskilled workers have grown correspondingly weak.

For men younger than 25 with only a high school diploma, earnings adjusted for inflation fell 28 percent from 1973 to 1986, according to calculations by the Center for Labor Market Studies at Northeastern University. In dollar terms their annual earnings fell from $14,837 in 1973 to $10,399 in 1986, expressed in 1985 dollars.

For high school dropouts, the decline was even more precipitous, from [illegible] in 1973 to $8,725 in 1986, a drop of [illegible] percent. Later figures were not available, but for both groups the decline is believed to have continued.

Like the sisters of Ms. Velez and Ms. Colarusso, most students who are not bound for college spend years after high school drifting. Miriam Mala, Ms. Velez's sister, made beds at a Hyatt hotel and worked in a candy factory, never earning more than $4.50 an hour. Karen Colarusso bounced between the Job Corps and various dead-end jobs at the local mall.

"She ran around with a bad crowd, that's why," Ms. Colarusso said. "That's what I was doing until I smartened up."

Employers often attach limited meaning to a high school degree, even when a student gets one: they may neglect to check grades, for instance, or to compare schools' reputations. And students often see little connection between what they study in class and their ability to prosper outside it.

Sitting in physics class recently, Ms. Velez and Ms. Colarusso were asked to calculate the acceleration of a person who falls from a hot-air balloon. At 76,400 feet. With no parachute. While wearing size 18 shoes.

Others in the class got up and roamed the room. One student shook his hips seductively while singing in falsetto into an imaginary microphone. The teacher explained that the clue about shoe size was a red herring, but this forced him to explain what a red herring was, and he was soon mired in a digression about the color of herring, which is silver.

Ms. Colarusso chewed gum and shrugged good-naturedly at her confusion. "Red herring = fish," she dutifully wrote in her notebook, uncertain where the information was getting her.

For students not going on to college, traditional vocational programs are intended to supply part of the solution. But the coordination between what schools teach and what employers want has been notoriously weak. Studies have estimated that as many as 70 percent of the students who graduate from these programs never work in their field of training.

Community college programs try to fill part of the gap. But most students start and stop those programs several times, and community colleges have also been accused of neglecting employers' concerns. The Federal Job Training Partnership Act tries to reach young unskilled workers, but its financing is modest and its program short-term, and a recent study showed it was actually lowering the earnings of young men.

Models

Which Programs Will Work in U.S.?

The advocates of apprenticeship programs point to Germany as a model of what close school and work connections can accomplish. There, approximately two-thirds of the country's students participate in a formal apprenticeship program. It offers training in 375 occupations and a social compact promising a likely job when they are finished.

German students not planning to attend college usually choose their occupations as young as age 14. Businesses see the system as a pipeline for future employees and put up about 40 percent of the cost.

No one expects an American adaptation to be as rigid. The education system here has long considered early tracking to be a form of class oppression that consigns people to working-class lives at an early age. General education is seen as a requirement of democratic society, and American programs, like Project ProTech, would be unlikely to discourage students who decided they wanted to attend college.

Still, many schools do want to build closer links to business. The question is how?

Can school administrators and businesses overcome their mutual distrust? Where will programs find enough businesses to devote their time and money to training students? Will the businesses really hire their trainees? What happens in an economic downturn?

Businesses may have their own qualms. Given the notorious mobility of the American labor force, a Boston hospital may worry that it will spend four years training histology technicians who will then move to Florida.

And there is also the issue of standards. A true apprenticeship model assumes students can pass a single test — as a radiology technician, say — and then carry that credential with them anywhere in the country. But only a limited number of fields operate with such agreed-upon national credentials.

Attempts to expand them are likely to bring fractious debates over who writes the rules. And the stricter the guidelines, the greater the chance of driving capable but uncredentialed people from the field.

Despite these hurdles, some experts are optimistic. They argue the nation now has a consensus that it needs to improve its workers' skills and a President-elect who is pledging backing and a budget. "I think you can phase in a full-blown program in 5 to 10 years," said Ira Magaziner, a Providence business consultant and a longtime friend of Mr. Clinton who is on the transition team.

But Professor Hahn of Brandeis is less certain. "It's difficult to see how the movement could become institutionalized very quickly," he said.

Fringe Benefit

Students Gain Self-Confidence

In addition to all else they share — hair style, classes, and work schedule — Ms

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Con Edison's experience proves training teenagers for work benefits both sides

THE CHRISTIAN SCIENCE MONITOR
Thursday, August 26, 1993

School-to-Work Programs Raise Youths' Job Prospects

By Ron Scherer
Staff writer of The Christian Science Monitor

NEW YORK

CONSTRUCTION supervisor Richard Lonergan was replacing a piece of electrical equipment at a Con Edison facility in Astoria, Queens, when the company sent him three high school students to work on the project.

The students were part of a cooperative education program, teaching them to become utility workers. But Mr. Lonergan's first thought was: "Just what I don't need – babysitting."

"Was I wrong," he says. The teenagers had been trained and came to work. Now, Lonergan says, "send me more of them."

If the secretary of labor has anything to do with it, Lonergan's experience may become a lot more commonplace.

On Aug. 5, the Clinton administration introduced the School-to-Work Opportunities Act. The legislation would:

- Provide development grants for all states to create school-to-work systems.
- Provide implementation grants to states which already have completed the development process.
- Establish the standards and goals of a national program.

Improves job opportunities

The legislation, which was introduced in the House Education and Labor Committee and the Senate Labor and Human Resources Committee, has bipartisan cosponsorship. Labor Secretary Robert Reich says a school-to-work "transition system is critical to improving the economic opportunities of young people." In the House, the bill has received the support of four Republicans, including Susan Molinari of New York. In the Senate, there are two Republican cosponsors.

Jerry Jasinowski, the president of the National Association of Manufacturers, terms the legislation "forward thinking." Organized labor worked with Mr. Reich in drafting the proposed legislation.

Some states and municipalities have already set up programs. Wisconsin has established an office of school-to-work transition within the state Department of Administration and the state has a youth apprenticeship program in printing and graphics. Boston has a partnership among the public high schools and the health and financial services industry. Cornell University runs a newly created apprenticeship program around Binghamton, N.Y.

The Con Ed program was begun three years ago at the urging of Robert Donohue, a Con Ed vice president, who wanted to give minority youths the opportunity to eventually become Con Ed employees. Working with six area high schools, the utility began training 10 students a year. "It is one way to recruit minorities, especially women in nontraditional jobs," says Pamela DelSonno, training administrator at Con Ed. As a result of the program, Con Ed now has seven female minority mechanics.

Mechanical aptitude a plus

The students are recommended by the teachers and guidance counselors. The trainees must be at least 18 years old because of a state law which prohibits people under 18 from working around heavy construction equipment. In addition, Con Ed looks for students who have some mechanical aptitude and have taken shop or carpentry classes. Ms. DelSonno recommends that any other company considering a similar program establish a partnership with the best vocational schools in the area. "Try to establish a relationship with the high school and don't let the bureaucracy get you down," she counsels.

For the first three weeks of the training period, the students work at Con Ed's facility in Queens. It is hands-on training with the students learning skills such as pipe bending, wiring techniques, and the running of heavy machinery. "We give them actual jobs we would do out in the field so that when they go out there they can carry on," says Richard Crispi, a construction supervisor and former instructor.

In fact, within weeks the students, who make $8.60 an hour, are working at construction sites. After his training period, Bronx student Alfred Incle found himself installing electrical cable for a transformer. Without the program, he believes, "I'd still be out looking for a job."

The students love the challenge. "You don't go dumb when you go out there – you have to use your brain," says Michelle Bryant, who was a cooperative student last year. Ms. Bryant, like most of the other participants, is enrolled in night college classes. Con Ed will pay virtually the entire tuition, if the student graduates.

Once the students graduate from high school they continue working for Con Ed, which pays them $10.60 an hour. They also begin training to pass the utility's own test to become classified as a Mechanic B, which starts at $12.50 an hour. If they pass the Mechanic A exam, they will start at $16.50 an hour. So far, 20 out of 29 accepted in the program over the past three years have remained at the utility.

DelSonno estimates it costs Con Ed about $2,000 per cooperative student. "You have to really want to do this," DelSonno says. "If we went out to the job market we could find very skilled people who would not require half the investment," she explains. She estimates Con Ed has 12,000 job applications in its files. Recently, the utility has had a hiring freeze. However, it has committed the funds to continue the program for seven students next year. "When you see the enthusiasm of the kids, you see there is good reason to continue with this," she concludes.

National Journal August 21, 199

MAYBE BIPARTISANSHIP ISN'T DEAD YET

BY ROCHELLE L. STANFIELD

VOCATIONAL TRAINING

The Clinton Administration's press release doesn't use the words at all. You have to go way down into the fine print of the proposed School-to-Work Opportunities Act—unveiled earlier this month—before you encounter "youth apprenticeship."

During last year's campaign, candidate Bill Clinton spoke fervently about the need for a youth apprenticeship program that would train high school graduates who weren't headed for college for high-wage, high-skills jobs. The idea was to make America even more competitive in the global economy.

But organized labor worried that this scheme would be confused with—and thus perhaps dilute—the long-standing union apprenticeship programs for adults. So the Administration dropped the word "apprenticeship" and labor signed on to the plan.

The fingerprints of the business community are all over the proposal. Business organizations told the Administration they wouldn't want a lot of specificity in the legislation—and so the proposal is pretty general. Employers are to be involved in planning state school-to-work systems; they are mentioned first—along with schools, labor organizations and community groups—as members of local partnerships that are to make the programs work at the local level.

"This bill will be made or broken on the involvement of business," said Phyllis Eisen, a National Association of Manufacturers' specialist on workplace training. "No matter what the schools do, what the government does, if there isn't the mentorship and the jobs [provided by business] at the end of the rainbow, the system will just fall of its own weight."

As of now, business is enthusiastically behind the Clinton program. So are many Republicans and Democrats.

On Aug. 5, as congressional Republicans lined up unanimously against the Clinton economic plan and as Democrats agonized about risking their reelection chances on supporting their President, Members of both parties in both chambers praised the school-to-work bill.

Saying he was "pleased to join the Administration," William F. Goodling of Pennsylvania, the ranking Republican on the Education and Labor Committee, cosponsored the bill in the House. "We have worked jointly" on the legislation, he added. Indeed, the proposal is similar to a youth apprenticeship bill introduced this past spring by Goodling and Rep. Steve Gunderson, R-Wis.

The bill gives the states and localities a lot of discretion in coming up with plans tailored to their specific needs. And it would give them a little seed money—$300 million in fiscal 1995—to get started. No surprise, the state and local organizations praise the bill, too. So does the American Federation of Teachers.

Why the love-fest? "It fits with a lot of what people are thinking now as far as linking schools and the economy," a House Democratic staff aide said. "The Administration has been cognizant of work we've already done and has been able to address enough of everybody's concerns so that everybody feels it's headed in the right direction."

All of which doesn't mean that the legislation will zip through. In fact, even some of its most ardent supporters criticize some of the details. A central dilemma in designing a school-to-work initiative, for example, is how to appeal to the best and brightest in the mainstream while not ignoring the disadvantaged, for whom the program may be their best chance into middle class. While states, localities and employer groups want the minimum of restrictions, civil rights, education and labor organizations want certain safeguards written in.

All that has yet to be battled out as Congress fights over the fine print. In the meantime, all sides are basking in the warmth of increasingly rare Washington smiles. ■

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New York Times November 25, 1992

Colarusso and Ms Velez have the same date of birth, Sept 12 — 18 years ago Walking to their bus stop after work, they seem like a Boston version of "Laverne and Shirley" two working women so intertwined they can complete each other's sentences

Would they fool around if they worked beside each other?

"I wouldn't," Ms Velez said

"No!" Ms. Colarusso interrupted

"When I'm at work, it's at work," Ms. Velez said

"Work in a professional manner," Ms Colarusso said

Before entering the program, they had only the haziest notions of what might await them in the world beyond high school. Ms Velez's mother, who is from Puerto Rico and does not speak English, has mostly lived on public assistance. Ms. Colarusso's mother is a clerk with the Census Bureau, but her daughter knows little about what she does. "She has her own desk, that's all I know," she said.

When asked what they have learned, both students talk first about social rather than technical skills. Ms. Colarusso said that when she first started working, her nerves would flare in the presence of doctors. "Now I walk by and not get all tied up," she said.

Dean L. Manheimer, the hospital's vice president for human resources, said Deaconess's decision to join the program was born of both altruism and self-interest. "We've got a lot of jobs to fill, and we need highly-technical people," he said, explaining that he sometimes recruits trained technicians from as far away as Ireland. Taking on 10 high school students who earn $8 an hour gives him the chance to train and screen potential future employees.

But he warns that letting high school students loose in hospital laboratories involves "an enormous commitment of time and resources." The students' salaries alone will cost the hospital [illegible] this year, and Mr. Manheimer estimates the program consumes another $20,000 worth of supervisors' salaries. He has paid for the program in part by shifting money to it from his recruitment budget.

Janet Saxton, Ms. Colarusso's supervisor, would not let her out of sight for months. When Ms. Saxton ran an errand, Ms. Colarusso was required to follow, so she would not be left in the laboratory alone.

Even now, her uncertainty is often evident. Pointing to a piece of tissue, she identifies it as "diaphragm — no, diagram, right?"

"Diaphragm — you were right the first time," Ms. Saxton said

"She knows all the words," Ms Colarusso said. "I'm just getting to know them."

But Ms. Saxton said her protege's skill in preparing slides allowed her to double her output over the summer. And Sheila Colarusso, her mother, is among those impressed by her daughter's rising grades and polished attitude.

"I'm shocked," she said. "This is the first time I've ever seen a school program work."

Ms. Velez, an honor roll student, is applying at four-year schools that range from Regis College in Weston, Mass., to the University of Massachusetts at Amherst. At the same time, she is trying to lift her combined score of 730 on the Scholastic Aptitude Test.

When Mr. Perez, her supervisor, starts talking about her work, he gets so enthusiastic he often has a hard time stopping. He talks of the time a pathologist stopped by to compliment him on the slides the lab prepared for a conference. "I said, 'Thank Sylvia,'" he said, since she had made them.

But Mr. Perez's favorite story is about the day Ms. Velez had to leave the lab early and admonished him to put the bone samples into a chemical vat, a last piece of business she ordinarily performs.

"She said, 'Don't forget the bone!'" Mr. Perez said. "I said, This kid's telling me what to do!"

Sure enough, Mr. Perez forgot the bone.

And 45 minutes later an alarm clock went off inside his desk drawer. "I go to my desk," he said, "and I see this big paper: 'Freddy, don't forget the bone.'"

He beams as he tells the story, but Ms. Velez rolls her eyes.

"That's the only way he remembers — a bell and a big note," she said. She spoke with the exasperation of a teen-ager who must suffer adults. She spoke with the confidence of someone about to become one.

Washington Post May 15, 1993

From School to Work

VOCATIONAL education is enjoying one of its periodic upswings. This happens whenever educators, industry and government fret in unison about the occupational skills of the work force and the country's productivity. The federal government first decided to fund vocational education at the turn of the century, when industrialization and immigration brought about great economic changes. Now as the post-industrial age settles in, state and federal governments are again thinking about how to prepare students for a highly competitive job market.

The young people who are the focus of the attention are sometimes called the "forgotten half." This country lavishly supports those who choose to attend post-secondary school. But it does almost nothing for the 50 percent, many of them disadvantaged, who do not go after a two- or four-year degree (the percentage rises to 75, since so many fail to complete college). The United States is the only industrialized country that does not formally train teenagers in particular vocational skills. That's partly why vocational education and community colleges, which serve as occupational training grounds, are marginalized. Would a less ad-hoc, more systematic approach help both to lower dropout rates and close the skills gap?

The Clinton administration would answer yes. But Mr. Clinton's proposals as president are a bit more modest than they were as a candidate, when he spoke often of creating youth apprenticeships and of training on demand. The plan is to add to the basic $950 million grant program in vocational education; the budget calls for $500 million more by 1995. The states, in vying for the money, could choose among a variety of strategies, from career academies to so-called tech-prep programs that use the resources of the community colleges.

The country will not be adopting the enviable German or Danish apprenticeship models—and for good reason. The institutional relationships between high schools, businesses and labor unions in the United States don't resemble those in many parts of Europe, where industries readily provide training, certification and guaranteed jobs to young people. However, the administration is proposing to establish a national skills standard board, which would identify and certify the skills needed to perform specific vocational tasks.

All this is just a small share of the overall investment Mr. Clinton hopes to make in education and job training. Because of the caps on discretionary spending, the additional money—whether for vocational education or the Job Corps or whatever—won't be available without offsetting cuts. That's just one reason to start small and see what really works in a country where the federal government has never played a significant role in the transition from school to work.

Washington Post   September 6, 1993

Where Schools and Jobs Meet

THE BIG debates in education aren't always about the most important things. The corollary is that some of the most important innovations in education don't get a lot of attention because they're not controversial.

That's the story with the growing interest among politicians and educators in programs aimed at creating job opportunities for high school students not headed to college. This is a large group of Americans: Only a quarter of high school graduates actually complete college; half never go to college at all, while the rest attend but don't graduate. In a world in which there is an increasingly close relationship between earnings and education levels, these figures point to a large problem: How will the students who never get to college find the skills to maintain a decent living standard?

This problem is the focus of a modest but potentially important program that President Clinton touted last Friday. His "school-to-work" proposal is designed to promote high school programs linking academic training with on-the-job experience. At the completion of such programs, students emerge with not only a high school degree but also with a certification in particular skills—and most important, either a first job on a career ladder or access to further training. Among the advantages of such programs is that they bring teachers and employers together in partnerships that ought to benefit students. Mr. Clinton's inspiration is the success of apprenticeship programs in Western Europe, especially in Germany. The underlying assumption is that conventional vocational training is neither reaching enough students nor doing a good enough job at preparing them for work situations that will require a mix of technical, analytical and academic skills.

Mr. Clinton's "school-to-work" program reflects, among other things, the limitations under which he has to govern. His bill provides mainly seed money to help states and local school systems set up the programs. The administration had hoped to get $270 million in the program's first year. In the budget wrangling so far, the administration has salvaged $67 million and hopes to get these programs running in four or five states. For 1995 the administration is looking for $300 million to cover programs in about half the states. If all goes well, it would like to double that figure and cover all states by 1996.

These are small sums, but then the United States has long seen education as primarily a state and local responsibility. Mr. Clinton is hoping his program will nudge those who run school systems in the right direction and create models that many systems will want to emulate. Many states, in any event, are already encouraging programs along these lines.

In job training, as in other areas such as community banking, Mr. Clinton is emerging as a president who speaks in large terms about large problems but often has to settle for small, experimental programs. This is a price he is paying for the country's fiscal mess and the public's doubts about government's efficacy. Still, experimentation is not always the worst thing, and Mr. Clinton is usually talking about the right problems. In this case, he surely is.

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per year. Consumer demand is down and there is no inflation. So businesses are scaling back at home and seeking growth in foreign markets—thus needing all the more to be globally competitive.

That means there will be opportunities in foreign trade and services. Language skills and knowledge of the world will be a plus. Math will be at a premium: A society devoted to investing wisely and insuring against cost of illness will need financial advisers, actuaries, accountants and, yes, lawyers.

But a society trying to control costs will also need health care and legal technicians who can do much of the work, freeing up doctors, nurses and other professionals for critical tasks.

Communications skills will fetch premium pay. The person who talks on the phone to mutual fund investors will have to be even more knowledgeable, efficient and personable than the bank teller of old. Competition for such jobs won't be based on pay alone but on skills.

That's why apprenticeship is such a good idea. Some states already have active programs. In Pennsylvania, 79 metalworking companies are hosting 106 apprentices on a part-time basis. In Maine, students spend 20 weeks in school, and work 30 weeks out of the year; they go on to work and technical college after high school graduation.

The movement is just beginning, says Foster Smith, director of the Washington-based National Alliance of Business, which helps with training programs.

Importantly, apprentice training focuses on improving skills broadly, not in a narrow way like courses in cosmetology and other trades. Apprentices thus are readied for the real life of work—which is not predictable at any age today. Again, life is not a career. Youngsters should take a broad view of their skills and goals.

Study lives of successful people. Ruth Bader Ginsburg couldn't get a good job when she got out of law school in the 1950s because she was female and Jewish. But she found work, argued for women's legal rights, won distinction and is now a U.S. Supreme Court Justice.

Richard Riordan, lifelong lawyer-businessman, went into politics at age 62 and is now mayor of Los Angeles.

Look at people all around you, the woman taking a law degree in her 40s, the man laid off at 50 beginning to enjoy his new consulting business.

Labor Secretary Reich is correct. No job is secure in the new economy. But there are opportunities to step out and achieve. As the late Grace Hopper, computer pioneer and U.S. Navy Admiral, put it, "A ship in port is safe, but that is not what ships are built for."

Los Angeles Times 9/5/93

For All of Us, the Future of Labor Lies in Learning

JAMES FLANIGAN

If you're worrying about jobs this Labor Day weekend, keep two thoughts in mind. We've survived doubt and fear before, and life is not a career, it's an adventure.

Friday's ambiguous unemployment figures—fewer jobs in business but slightly less unemployment overall—confirmed Labor Secretary Robert Reich's observation last week that "No one's job is secure in the new economy, from the corporate chief executive to the ordinary worker."

Reich made the remark as he introduced a school-to-work apprenticeship program designed to improve the job market chances of the vast majority of high school students—75%—who do not go on to get a college degree.

The apprenticeship idea, which puts high school students into real jobs for part of their junior and senior years, is a good one. The United States is overdue in using apprenticeship to train non college youngsters with skills for modern industry; such training is their only chance for a good job with decent pay.

For it remains true that college educated people earn far more—over 70% more—than those who only have high school, says economist Finis Welch of Texas A&M, who with Kevin Murphy of the University of Chicago has done extensive research into incomes. That means education pays off with at least $1 million more in income over a 40-year working life.

And even though this "white collar" recession put a lot of senior people out of work, college educated workers still fared much better than others, says Frank Levy of the Massachusetts Institute of Technology. Levy, author of the 1987 book "Dollars and Dreams," which pointed to growing income divergence between college graduates and other employees, says the trend favoring education will only intensify.

Future demand will be strong in health care, finance and many other fields for people with skills in math and communications, Levy says. Today's fear that job opportunities are permanently diminished is nonsense.

"Don't base your judgments on a low point in the business cycle," he says. We have been there before. In the 1958 recession, Arthur Burns, economic adviser to President Eisenhower, thought the nation didn't have enough skilled people to sustain a growing economy. But the Kennedy Administration cut taxes in 1961, the economy took off and jobs were abundant through the 1960s.

In the 1970s, by contrast, good wages and jobs could be had seemingly without regard to education. But that was an accident of demographics and inflation. Baby boomers coming to work swelled the work force by 3% a year and more paychecks plus inflation made the United States its own growth market. Foreign competition still seemed marginal.

The 1980s brought an end to inflation and painful adjustments to those industries, mainly manufacturing, exposed to global competition. So manufacturing got lean and is competitive today, but the economy changed. "Blue collar" workers now make up only 29% of the U.S. work force, white collar employees are 59% of the total.

But business is slow because the work force, now receiving the Baby Bust generation, is growing 1% or less.

Please see FLANIGAN, D5

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Washington Post September 4, 1993

Clinton Pushes Training For High School Students

Job Preparation for Those Not College-Bound

By Ruth Marcus
Washington Post Staff Writer

GEORGETOWN, Del., Sept. 3—President Clinton took time out today from working on health care, worrying about the free trade agreement and "reinventing government" to promote another administration initiative: job training programs for high school students.

Clinton traveled to the Sussex County Airport here, where a program called "Operation Skyway" helps students train for aviation careers. The trip was meant to highlight a measure introduced last month that would provide federal funding for "school-to-work" programs to prepare non-college-bound youth for the job market.

"I came here today not just to showcase these fine students, but to make the point that every student in America needs the opportunity to be in a program like this," Clinton said.

He said that although the next few months will be focused on initiatives such as government reform, the free trade agreement, the president's health care package and a new crime bill, "none of them will work unless we maintain a steadfast determination to educate and train our people at world-class standards."

The Operation Skyway program, Clinton said, "is an example of what America has to do to adapt to change. We can no longer afford to be the only advanced nation in the world without a system for providing this kind of training and education to everybody who doesn't go on and get a four-year college degree."

According to federal figures, 50 percent of high school graduates do not go on to college, and 75 percent do not earn a college degree. During the presidential campaign, Clinton emphasized the importance of apprenticeship programs for high school students to equip them for high-skill, high-wage jobs.

The School-to-Work Opportunities Act of 1993, introduced last month, would provide money to states and communities to develop and implement training programs and establish national standards for such programs.

The administration asked for $270 million in fiscal year 1994 under existing statutes, but the House has so far provided for only $67 million and administration officials said yesterday they expect to receive less than $100 million.

Clinton received an airplane model from one of the students in the Skyway program, and said the flight plan for his helicopter trip back to Washington had been mapped by the students.

"Three or four hours from now, if I'm wandering out over the Atlantic somewhere, I'll know I wasn't very persuasive today," Clinton said.

The New York Times 9/4/93

Associated Press

President Clinton holding a model of a Cessna 172 he received while visiting an aviation school in Georgetown, Del., to push a bill that would provide grants for states to create training programs to help students make the transition from school to the workplace. At left was Frances Orphe, a student.

Clinton Pushes 'Practical' Job-Training for Youth

By MAUREEN DOWD

Special to The New York Times

GEORGETOWN, Del., Sept. 3 — President Clinton came to an airport hangar here today to sell a program designed to develop better ways of offering job training to young people uninspired by traditional academic programs.

Addressing several hundred people at an aviation school here that he considers a model of "practical" learning, the President said: "The truth is there's a lot of very serious academic research which indicates that significant numbers of our people actually learn better in practical circumstances than they do in classroom settings. It's different for different people."

Mr. Clinton said he would like the nation to reclaim what has been called "the forgotten half" of American youth — high school graduates and dropouts who drift from one dead-end job to another through their 20's without ever acquiring the skills necessary for well-paid, promising careers.

$300 Million Program Urged

This was the President's first push for his "School-to-Work Opportunities Act," a bill that would provide development grants for states to create training programs to help students make a more successful transition from school to the workplace.

The Administration sent the bill to Congress last month, proposing the spending of $300 million a year beginning in the fiscal year 1995. The chief sponsors of the bill, which has attracted bipartisan support in Congress and praise from labor and business groups, are Senators Paul Simon of Illinois and Edward M. Kennedy of Massachusetts, both Democrats.

The President suggested that unlike other industrialized nations, the United States had failed to forge strong links between schools and the marketplace that could start students on vocational training before they leave high school.

High school guidance counselors, geared toward placing students in college, have historically paid less attention to students who do not want to continue their education.

Mr. Clinton said that from 1975 to 1989 the salaries of high school graduates under 25 dropped about 40 percent and the wages of high school dropouts dropped even more.

Labor Department statistics suggest that by the age of 30 only one-third of the nation's working adults have been in their jobs for more than a year. And a 1991 Louis Harris survey indicated that less than a third of American employers believe that recent high school graduates are prepared to hold jobs in their businesses.

The President was accompanied to Delaware today by Labor Secretary Robert B. Reich, Education Secretary Richard W. Riley, and Senator Joseph R. Biden Jr., Democrat of Delaware.

Lauding "Opportunity Skyway," the Delaware program based at Sussex County Airport that trains young people for jobs in the aviation field, the President said, "What we don't see here today is that 50 percent of the high school graduates in this country do not go on to college, 75 percent of the high school graduates in this country don't finish college, and nowhere near all of them are in programs like this, which should start when they are in high school."

Chrissy Thomas, a junior at Kent County Polytech High School who is getting her pilot's license at Opportunity Skyway, spoke before Mr. Clinton, telling the audience that "book work and boring lectures" were not as much fun as "hands-on experience."

At the close of his remarks, Mr. Clinton noted that he would return to Washington on the Presidential helicopter, Marine One, using a flight plan prepared by the students of Opportunity Skyway.

"Three or four hours from now if I'm wandering out over the Atlantic somewhere," he said, "I'll know I wasn't persuasive today."

Los Angeles Times 9/4/93

Clinton Boosts Proposal for Youth Job Training

■ **Education:** He links better preparation of young people for the work force to improved economy. 'School-to-work' plan is before Congress.

By ELIZABETH SHOGREN
TIMES STAFF WRITER

GEORGETOWN, Del.—Visiting an innovative program that teaches high school students the basics of aviation, President Clinton warned Friday that none of his initiatives to improve the economy will be successful without dramatic improvements in the way the United States prepares young people for the work force.

Clinton chose to plug his "school-to-work" initiative—now pending in Congress—at the Sussex County Opportunity Skyway program here, which trains high school students for careers as pilots, airplane mechanics, air traffic controllers and airport managers.

"Every student in America needs the opportunity to be in a program like this," Clinton told a crowd of students, local residents and officials gathered at the tiny airfield in the southern Delaware town.

His proposal would provide money to states and localities to develop and implement programs that offer students—especially the 75% who do not earn college [illegible] training, professional mentors and other job prospects.

"We don't have a person to waste," he said. "And believe you me, when we waste them, the rest of us pay. We pay in unemployment. We pay in welfare. We pay in jail costs. We pay in drug costs."

As the only industrial nation without a comprehensive program helping young people make the transition from school to work, the United States stands to lose ground to its economic competitors, the President said. He added that too many American young people flounder from one low-paying job to another throughout their life because they do not have the skills necessary to get good jobs.

A determination to change that fact of American life, Clinton said, was one reason he ran for the presidency and it remains an essential part of his plan to reinvigorate America—along with health care reform, efforts to improve government efficiency, new crime legislation and open trade with Mexico and Canada.

"But none of them will work unless we maintain a steadfast determination to educate and train our people at world-class standards," he said.

Programs like Skyway are one key to keeping the "American Dream" alive for young people, Clinton said. Such programs will prepare the nation's youth for "a world of instant communication, supersonic transportation, worldwide technologies in global markets and a veritable explosion of knowledge and invention."

Under the President's proposal, students who complete a program would receive skill certificates to aid potential employers in assessing their abilities.

Another piece of Administration legislation making its way through Congress would create a national board to determine skill standards in various fields so that certificates would be transportable.

To cover costs of the first year of the school-to-work initiative, the Administration is expected to get $90 million of the $270 million it has sought to provide grants of about $300,000 to each state to develop school-to-work programs and more sizable grants to four to six states to implement their programs, according to Administration officials.

The Administration's goal is to get $300 million in 1995 to launch programs in 25 states and $400 million in 1996 to help install programs in the remaining states, officials said.

The Clinton school-to-work proposal has been heartily endorsed by business and education leaders who have acknowledged the need to build a better bridge between school and work.

Lawrence Perlman, chairman of the Business Roundtable's Working Group on Workforce Training

Other similar programs include:

- Oakland, Calif., Health and Bioscience Academy, which offers 200 students a three-year program for a wide range of careers in labs and hospitals.
- ProTech in Boston, a four-year, work-based program starting in 11th grade, which provides students permanent placement with employers who offer tuition assistance benefits for additional post-secondary education.
- Craftsmanship 2000 of Tulsa, Okla., which combines academic, technical and work-based training in a four-year program. Graduates receive a high school diploma, an associate degree in metal-working and certification for skilled employment in the metal-working industry.

Indicating his faith in such programs, Clinton had one of the students at Skyway prepare the flight plan for his return trip to the White House.

"Three or four hours from now, if I'm wandering out over the Atlantic somewhere . . . ," Clinton joked with the crowd.

But after his helicopter took off, Susan Adams, a student wearing gold airplane earrings who personally prepared the President's flight plan, said that he need not worry.

"I'm totally confident," Adams, a
who hopes to attend the Air
after getting her
Skyway.

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A TEST, MAYBE, FOR THE REINVENTORS

BY ROCHELLE L. STANFIELD

VOCATIONAL TRAINING

President Clinton—with his Education and Labor Secretaries, a handful of Republican and Democratic pols and representatives of both business and organized labor in tow—toured a youth apprenticeship training center at a Georgetown (Del.) airport on Sept. 3 to tout his School-to-Work Opportunities bill.

But the President candidly conceded that the publicity stunt might not work. "This issue that we're meeting here about today may never acquire a great deal of public attention because we're not fighting about it," he told an appreciative crowd of vocational training enthusiasts.

The consensus that could deny the President headlines might obtain for the Administration the effortless congressional approval it desires by the end of the year.

"We're going to need a few easy victories this fall," Labor Secretary Robert B. Reich said in an interview a few days before the tour. "I wouldn't be surprised if both Democrats and Republicans wanted to show constituents that there were some things we could get together on and do relatively quickly and easily."

One reason for the lack of dissent appears to be general agreement that a national training system for high school graduates who do not go to four-year colleges is long past being necessary and is eminently do-able. "We can no longer afford to be the only advanced nation in the world without a system for providing this kind of training," Clinton reminded his Delaware audience.

"Rarely do we have such an obvious need," Reich said. "And rarely do we have a federal initiative with such palpable proof in several states that are doing it and doing it well."

Two other reasons for the congenial greeting afforded the proposal are its low cost and its simple legal structure. "The price tag is not huge," Reich said. "We think it's enough to stimulate and build on what the states are doing but not so much that it is going to incite the wrath of the deficit hawks."

The legislation asks for [illegible] million for [illegible] jobs and school [illegible]. The Clinton budget [illegible] million under its existing [illegible] pilot programs in local [illegible] ever, the House has approved [illegible] $67.5 million, the Senate [illegible]

"A lot of people don't understand [illegible] little money there will be," [illegible] Halperin, director of the American [illegible] Policy Forum in Washington and [illegible] advocate of school-to-work [illegible] "My biggest worry is if [states and [illegible]ties] take this legislation seriously [illegible] won't be enough of a carrot to [illegible] going and make it work."

If Congress keeps the program [illegible]ture proposed by the Administration, [illegible] will provide a test of the President's theories about reinventing intergovernmental relations by reducing federal [illegible], encouraging collaboration among federal programs and increasing competition among the states for federal aid.

"This has a little bit of New Democrat flavor to it," Reich said. "We're putting states in competition with one another on the basis of a set of criteria we're [illegible]ing. We're not establishing a bureaucracy; we're not mandating anything. This [illegible] way of doing business that is quite [illegible]al for the federal government."

All of which puts a huge burden on the states and localities to make the [illegible] warring factions in the education, [illegible] and business communities cooperate.

"There are going to be a lot of turf wars," Halperin said. But the program's success, he continued, "will depend on how resolute the Departments of Education and Labor are going to be in saying to a state, 'We don't just want more of the same. We want something with a real work-based learning component, real participation [illegible] employers and labor,' and so on."

At the state and local level, the potential of the program will turn on "how tough the states are in not just funding existing programs and whether local consortia are going to be able to turn down sub-par programs [that might have a lot of political clout]," Halperin said.

The Administration's plan is to create a system that adheres to national standards and provides credentials portable across the country that, nonetheless, Washington neither finances nor pays for. "The federal program is slated to go out of existence once the states are up and running," Reich said.

Quite a trick if they can do it. ■

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Congressional Quarterly August 7, 1993

SOCIAL POLICY

LABOR

Hill Gives Friendly Greeting To School-to-Work Plan

The Clinton administration sent its school-to-work legislative proposal to Capitol Hill on Aug. 5 as part of its effort to raise education standards and the quality of the work force.

School-to-work programs aim to help high school students who are not going to college. The package was met with bipartisan support from members involved in education and labor issues and from business and labor groups, too.

"This measure is the result of a cooperative, bipartisan effort on the part of the administration and Congress to come up with an effective system to prepare young people for successful careers," said Rep. Bill Goodling, R-Pa., the ranking minority member on the Education and Labor Committee.

Secretary of Labor Robert B. Reich and Secretary of Education Richard W. Riley worked together to develop and promote the initiative.

The plan is for the federal government to give states grants to develop a system to help non-college-bound students acquire work skills. According to the Education and Labor departments, 75 percent of America's students do not receive college degrees and do not have the academic and job skills needed for manufacturing or other work.

Under the bill, school-to-work programs would vary from state to state, but each one must provide: learning about work with job training, paid work experience and workplace mentoring; learning at school with career counseling that may involve at least one year of postsecondary education and evaluations to identify students' academic strengths and weaknesses; and coordination among employers, schools and students, along with the training of teachers, mentors and counselors.

"We are the only major industrialized nation with no formal system for helping our young people ... make the transition from the classroom to the workplace," Riley said in a statement. "That translates to lost productivity and wasted human potential."

By Jill Zuckman

Riley

Reich

Reich said in the same statement that "a school-to-work transition system is critical to improving the economic opportunities of our young people."

The legislation would authorize $300 million in fiscal 1995. Administration officials said they intend to begin issuing planning grants in October using existing laws as authorization.

The administration's bill would provide:

- Development grants for all states to create school-to-work systems.
- Five-year implementation grants to states that have developed plans.
- Waivers allowing other federal funds to be used with school-to-work programs.
- Grants to localities that are ready to put a school-to-work program in place even if their state has not yet received an implementation grant.
- Direct grants to high-poverty areas.

Students who finish the program will receive a high school diploma, a certificate or diploma from a postsecondary school and an occupational skill certificate.

Small Companies Need Incentives

At the National Association of Manufacturers, Phyllis Eisen, the senior policy director for education and work force readiness, said her organization supports the administration's proposal and plans to urge its members to participate.

"It probably will be made or broken by how much the business community is brought into this," Eisen said. "Ultimately the jobs have to be there."

Eisen said that small and medium-size businesses will need some incentives from government to participate. "That's where the job growth is. It can't come from IBM and Xerox and Texas Instruments and Motorola. Many of them are already involved in these programs."

Calvin Johnson, a legislative representative at the AFL-CIO labor organization, said that the proposal is a good effort but that he wants to make sure it is an education program and does not turn into a jobs program. ■

Wall Street Journal February 22, 1993

Clinton to Push Youth Apprenticeships That Move Students Into Skilled Jobs

By Kevin G. Salwen
Staff Reporter of The Wall Street Journal

WASHINGTON – For a Clinton administration that dreams of creating "high-skill, high-wage" jobs, high schoolers are the problem.

As the future workers who will have to fill those jobs, they must be able to turn out products and services to compete with the craftsmanship of the Japanese and Germans and the low costs of labor in developing countries.

Thus, the White House is pinning its hopes on a risky program of youth apprenticeship – a program that if done properly, would help ninth and 10th graders pinpoint their interests. Students would then be guided through several years of a school-work combination with an emphasis on a specific field, such as computers, law or financial services. The hoped-for result: trained, educated 18-year-olds with the option to head for college, or continue in their fields.

At a conference that begins today, Labor Secretary Robert Reich and Education Secretary Richard Riley will unveil their vision of such a program.

While staffers are still piecing together details, it's clear that any federal apprentice program would be designed to help states and localities link schools and businesses to create curricula that would move teenagers into skilled jobs.

Studies have shown that the average apprentice or vocational-school student is about 28 years old; that fact raises concerns about what high-school graduates are doing to improve their skills during the intervening decade. "Most kids now, if they don't go on to a four-year degree, enter a decade of their 20s, where they drift from low-wage job to low-wage job," said Hilary Pennington, president of Jobs for the Future, a nonprofit group that backs apprentice programs. The trick would be to reach teenagers early to set them on more productive tracks.

A federal program also would be likely to set national skill-standards to be sure that a high schooler who has completed an apprenticeship in Maine, for example, could use those same skills in Oregon.

The Clinton economic plan envisions spending more than $1.2 billion over the next four years to direct and help fund such apprenticeship plans in all 50 states, compared with only scant funding of similar programs currently. "Not everyone in this country should have a college degree," Mr. Reich said recently. "There must be avenues of upward mobility for people without those degrees."

In Congress, eight bills were introduced last year relating to school-work programs. And Sen. Edward Kennedy (D., Mass.), chairman of the Senate Labor and Human Resources Committee, is planning to press legislation that would establish a national board to set skills-standards for specific industries.

Efforts in the House and Senate are likely to be bipartisan. Republicans and business like apprentice programs because they want skilled workers. The lack of help for students who aren't college-bound, said Rep. Bill Goodling (R., Pa.), who introduced apprenticeship legislation last year, results in "an inadequately skilled work force, which undercuts the ability of the U.S. to compete in the international economy."

Nonetheless, Republicans worry about the costs of the program. Last year, many backed a plan advanced by President Bush to help fund such programs for $100 million. The Clinton economic plan earmarks about $275 million in the year beginning Oct. 1, according to the Labor Department.

The idea of a federal apprenticeship program raises other questions as well.

"I think this will be real hard work," said Curtis Plott, president of the American Society for Training and Development, an Alexandria, Va., organization of corporate training professionals. "Training is a very decentralized operation inside American companies."

Others said the main hurdle is that high schools are designed almost exclusively to push young people into college. "We need to get away from the idea in this country that job preparation is second class," argued Eugenia Kemble, of the American Federation of Teachers, the largest teachers union.

Somewhat paradoxically, problems also could come from one of the administration's biggest backers: organized labor. The building trades for years have run what some believe are the country's most successful apprenticeship programs, training young workers in such skills as welding, asbestos removal and bricklaying.

Now, the building trades are worried that a national apprentice program could open the door to nonunion employees learning the same skills. In addition, the building trades link the number of workers to the amount of work, argued Victor Kamber, a labor consultant. "I am thrilled with the idea of training and retraining, but it has to be done in the job areas where there is a need," he said.

Still, the stakes couldn't be much higher. About 70% of workers haven't graduated from college and their earnings have decreased over the past decade.

About 20 administration and Capitol Hill staffers studied a Boston program, ProTech, which in many ways embodies the hopes of apprentice programs. ProTech funnels 200 11th and 12th grade students from Boston public high schools into six teaching hospitals. For 15 to 20 hours a week, starting at $5 an hour, each student performs hospital jobs, eventually specializing in lab work or technical tasks.

"These kids were interested in health, but were enrolled in the kinds of courses and performing at academic proficiency where they couldn't have gotten into college for these programs," said Ms. Pennington of Jobs for the Future. Few of the students were reading at their grade level; a C average was normal.

"Now, these kids will become physical therapists, lab techs, occupational therapists," Ms. Pennington predicted. "What is so striking is that if you just turn on the tap a little bit, they just blossom."

Chairman FORD. Thank you very much.

Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

The one question that I would ask, I guess, would deal with our concern about starting earlier than has been customary in this country in making this transition.

As the Secretary heard from Mr. Gladfelder at dinner, they are working with a center city junior high school and making great strides in this whole preparation of school-to-work transition, because most of those youngsters will be looking for work.

And I was wondering if you would want to take this opportunity to specifically indicate in your proposal just where we are zeroing in on the pre-high school area as far as the preparation for school-to-work.

I am looking at both. I am crosseyed, so it really doesn't matter which one.

Secretary RILEY. I think you are talking about a particular program, perhaps, that Dr. Reich might be familiar with. Let me speak generally, of course, on the subject, Congressman.

Many of the tech-prep programs, while that is a two-plus-two program, levels 11 and 12 plus two postsecondary years—many of those begin two years before the 11th and 12th years and have kind of a pretech-prep beginning—preparing young people for that process, and that often makes good sense.

Many of the programs begin this early, like the career academies I have visited. By the way, in Philadelphia, that was a career academy providing training in tourism and restaurants and automotive work, and it is 9 through 12. It picks young people in the ninth grade and, of course, goes all the way through, with the same teachers all the way through, with the same students. And it is kind of an interesting structure building program too.

So some of these models do come in earlier than eleventh and twelfth grade. As far as the components of this particular system that we are encouraging everybody to develop, every community, every State, it would really be looking at the 11th to 12th grades and hopefully some post-high school, one or two years, and also this great connection with work.

The other programs, the ESEA that I testified here last week on, of course, is very much into targeting those poorer area schools and also looking at shifting into poorer area schools with more emphasis in middle school and high school, in the lowest 25 percent of the schools.

So we are seeing, in the general alignment of these various programs, certainly the opportunity where it is applicable for more attention earlier to these programs.

Mr. GOODLING. I was going to include in my question the whole idea of how does this dovetail into anything we might do in the reauthorization of the elementary and secondary programs?

But I am particularly concerned about disadvantaged potential dropouts, et cetera, because if we don't really deal with them in middle school—or as I got a letter that said, stop talking about middle school, you should be talking about kindergarten and first grade in this transition—but if we don't zero in on the middle school, then I am afraid those potential dropouts, by the time they get to 11th grade, will have already left school and we won't be successful in helping them to make the transition.

Secretary REICH. If I could say one thing, this legislation, while it focuses on eleventh and twelfth grade and then possibly a year or two, at least a year beyond, does not explicitly deal with junior high school, it doesn't explicitly deal with people that young.

The principles embodied in this legislation, I believe, would spread and will spread downward as well as upward in terms of work-based learning, school-based learning, and this will create that very vital bridge in which the faculty of both sides work with one another and ideally develop the curricula together.

Dropouts are especially helped. Not only is there a 10 percent set aside for high poverty areas, but one of the criteria with regard to approving a State application would be that they have a plan dealing with all of their students.

I can tell you that I have seen, again and again, young people who would otherwise have dropped out. In fact, some young people who have dropped out of high school get back in high school because of programs like this in which they saw directly the applicability of what they were learning in the classroom to what they would be doing later on in life.

One young person came running up to me at some particular construction project with a big smile. She was working on it in the late afternoon; and she said, I love geometry. I had never heard a young person say that in an unsolicited way, because she had been learning geometry in the morning and utilizing it in the afternoon, and her teacher in the morning was very aware of the kinds of projects she was working on in the afternoon and making that geometry alive to her. And that connection is precisely the connection that has to continue for at least a year beyond high school for a student to earn a skill certificate at the end.

These young people don't have to drop out. They will not drop out, many of them, if they do see that connection.

Mr. GOODLING. Again, I just want to make sure there is enough flexibility there that we can deal with middle school, because I think it is going to be too late if we don't really get them. And you heard the glowing reports of the program in Center City, York. And one of the things that they really focus on—besides everything else, if you remember, is that the teachers come in and give the students additional work, computer work. Students had to be there at seven in the morning. That didn't mean 7:01 a.m. or 7:02 a.m.

Now, these were youngsters who rarely heard that at home. And the first day they tried, and they came at 7:05 a.m., 7:10 a.m., the doors were locked and they couldn't get in which brought the parents descending upon the school. And they said, oh, no, when these people go to work, if work starts at seven, it starts at seven; it doesn't start at 7:02 a.m. or 7:05 a.m. or 7:10 a.m.

Pretty impressive program. Of course, I want to make sure that we can somehow write in a grant for that particular school system and that particular program.

You didn't hear that, did you, Chairman.

Chairman FORD. Oh, we will be glad to do that except you have poisoned the well for pork, Bill, on your side of the aisle in the House.

Mr. GOODLING. I don't want it all to go to New Jersey.

Chairman FORD. I saw several tens of millions of it get away from Michigan last week on the floor while the people over there complained about pork.

Mr. Martinez.

Mr. MARTINEZ. Thank you, Mr. Chairman.

Secretary Reich and Secretary Riley, are either one of you familiar with a school called Don Bosco Tech?

Secretary REICH. I am not familiar.

Mr. MARTINEZ. There are two of them. There is one on the East Coast and one on the West Coast. The one on the West Coast is in my district in Rosemead. This is a takeoff on Mr. Goodling's statement about starting earlier with vocational training.

It is a private, parochial school, but the student enrollment is anything but exclusively Catholic. All types of students attend because of the school's reputation for providing a superior education to its young people. Every single granduate from Don Bosco can go right on the job, though many continue with their education.

The basic concept of Don Bosco is that in those last four years of high school, each day students have four hours of academic study related to what they are doing in shop.

They all pick a major—electronics, mechanics, cabinetmaking, etc. The students then have a variety of different kinds of vocations they can enter into after they leave high school, with a mind that if they learn to use their hands, as well as their minds, they are going to develop into pretty rounded individuals who will eventually be able to succeed at whatever they choose.

Secretary Riley, you mentioned earlier the need to help young people secure jobs until they find a career for themselves. It is true that this search can result in discovering a vocation later in life, as late as 30 years of age.

Yet I think the basic preparation of an education is such that regardless of that job moving, the path to finding a vocation can be a smooth one. There are a lot of people that started in one career, have ended up in something completely other than they originally started out in, and have been very successful. It is the basic education that kept them in good stead in that transition.

When students enter Bosco Tech, they have that four hours of academic studies and four hours of a major shop. It is not like in the public high schools where, in the freshman year, which is usually the ninth grade, students have one hour of general metals and one hour of mechanics. They don't learn anything in that one hour, and it really does them no good other than maybe providing a sampling of what they might like. I think you can expose people to what they might like a lot simpler than that without wasting all that time in that class.

The public school students will go through the first couple of years that way; not until their junior year are they able to select which of those shops they want to take for the next two years, and it is still only an hour a day.

Those who benefit from this system are few, and are the exception, not the rule. When these students get out of high school, they sure as heck can't get a job that they studied for during their last two years in a major shop.

But if they had four hours of shop a day, whether they went into that field or something else, at least they would have the training needed to be employed. Most of the young people at Don Bosco Tech are also encouraged to go out and get the vital work experience you mentioned.

In fact, there are companies that solicit students from Don Bosco to work for them—that is the other part of the equation. What do you do when you get out of school if you are trained for a job and you have all those basic skills that you need to get a job if there is no job there?

Some of the companies that you list on the back of your joint testimony should be encouraged to enter into contracts stating that they are going to supply jobs for the young people that complete school-to-work education, rather than just show their support for the initiative.

Let me tell you, the unions are on this list; and, hey, I am a great union supporter, like the Chairman is, but I know that in past years, you didn't get into a union apprenticeship program unless you knew somebody in the union—either you were a relative or a personal friend of a member. The apprentice programs by the unions in many cases, for plumbers, electricians, et cetera, have waned to the point where they are really not significant anymore. They are not contributing a lot to doing something about the unemployment of young people coming out of high school.

So I am concerned about all those things. I think the vehicle we have here is moving in the direction that we need to move in, but I would simply ask that if you get the opportunity, you will visit one of those two schools, for it might give you an idea of how we ought to create and encourage a transition of our high schools from what they are now to more like what Don Bosco Tech is.

Mr. Goodling was expressing concern for dropouts. We have a lot of dropouts, and we must keep in mind that there are a lot of reasons for them dropping out other than just not doing well in school.

I was visiting the Job Corps in LA, and I went up to a young man and just curiously asked, are you one of the dropouts? They are not all dropouts in Job Corps, and I was trying to define that. He said, no, I wasn't a dropout; I was a force-out. I said, pardon me? And he said, yes, my home environment forced me out of school. My mother was unmarried, living with a man who was an abusive kind of an individual. That pressure and tension didn't allow me the ability to do well in school or concentrate on studies. In school I started getting in trouble. They didn't understand my problems, my personal life, et cetera, et cetera. Next thing you know I am in trouble with everybody, I am dropping out of school and running from the law.

There are a lot of other personal problems that, as we look at these young students coming through high school, we should keep in mind. We need to consider the family as a whole and what we are going to do about those kind of issues, such as providing counseling and better living situations. There is a nonresidency part of Job Corps; but if you are in the nonresidency program and you are having problems, and are not doing well there, you are put in the residency.

So there are a whole lot of approaches that we have to incorporate, programs that already exist, not ones we have to reinvent, but things we can do to really make this a worthwhile effort.

If you want to respond to that you may, though it was more a statement than a question.

Sorry about that, Mr. Chairman.

Secretary REICH. We could get into an entire several-day discussion about this, and I would like to do that; and we have talked before about this, Congressman.

We are seeking, as you know, an expansion of Job Corps. We are seeking, as you know, an expansion of a variety of other programs to help young people make that critical transition to get the skills they need. As I said initially, this is not the only answer. This is not, by any means, the entire cure.

On the basis of what we have seen around the country, on the basis of what we know and have heard, this is a major step; but we cannot fool ourselves into thinking that this is going to turn around the situation, not only for the dropouts but also I want to emphasize, for the 75 percent of our young people who are not graduating from four-year colleges. These are students on a downward escalator that is more precipitous than others; and all students are on a downward escalator in terms of inflation adjusted earnings.

Secretary RILEY. Congressman, excuse me. I think I ought to ask my staff to talk with your staff about your situation of Don Bosco Tech, and so why don't we get some information on that. It sounds like an interesting program.

Mr. MARTINEZ. Just one last statement. I am more confident now with the new presidency and the new appointments to these offices that we will really be able to do something about it finally.

Thank you.

Chairman FORD. Gentlelady from New Jersey.

Mrs. ROUKEMA. Thank you, Mr. Chairman.

I want to express my appreciation to Secretary Riley and Secretary Reich. I greatly appreciate your testimony here today. By virtue of the fact that I have a piece of legislation—I have not only cosponsored Mr. Goodling and Mr. Gunderson's bill, but I have a legislative piece of my own directed toward apprenticeship programs. I think we share a dedication here.

I must tell you that with my teaching background, I noted that Secretary Riley referred to the high school of the future being the location for apprenticeship programs, and I get the feeling that I am back to the future with this program. And I don't mean that to demean it, but I don't understand where American education went wrong when—back in my early days in education, the outstanding high schools in the State of New Jersey all had work-study programs with on-the-job training, the exact same kind of program that we are talking about here, and I don't know where we went wrong; but that is not our purpose here today. We want to go back to the future and catch up in the ways that you have outlined for us.

I also noted that Secretary Riley said that we have the latitude here to fill in the details, and I would like to do that. There is a basic question that I have, however, in terms of the organization and the structure here, and it is the main difference I see between my proposal and yours and some of the others. And that is in the organization, it seems in general terms, to be more top-down in your proposal rather than bottom-up; and I have tried in my legislation, to give more responsibility and more latitude for the State education agencies and the local education agencies, far more; and very little, frankly, to the Department of Labor. And I guess that gets to my question.

I am concerned that this is an effort to—well, it may not be solely in an effort to placate different constituencies here. You may have a more fundamental reason. I want to give you that opportunity to explain why you have this dual role, Department of Labor and Department of Education, with a lot of key responsibilities going to the Department of Labor rather than Education where I think it should belong.

And, secondly, it seems that it creates overlapping jurisdictions rather than having a simple, unified accountability here.

Can you explain to me why you think that is essential and whether or not, in the final analysis, the States would be provided with the flexibility to designate a lead agency in your bill? Or would all administration have to be conducted jointly?

That, to me, seems to be a stumbling block here.

Secretary REICH. Congresswoman, the major reason that we envision this as both a Labor Department and an Education Department effort is because it is so important to tie school-to-work both literally and figuratively, in terms of the program operation. Both Departments would have joint jurisdiction over this. Plans from States would be approved by both Departments.

We want to make sure that the expertise in the Education Department with regard to schools and the expertise in the Labor Department with regard to the workforce are both brought to bear. And we also want to make sure that both Departments are working very tightly together so that the State employment and training services, as well as the State education departments are also working very tightly together.

This is an effort to create a genuine partnership, both at the local and State level, but also at the Federal level.

Let me also respond to your point about flexibility. The States are given a maximum amount of flexibility, as are locales. We are setting up, simply, a set of criteria in terms of providing seed capital, which is the way we have defined it. This is not a major program relative to a lot of other programs around Capitol Hill. But, at least in terms of financing, we think it is a major program in terms of the impact it is going to have. We are setting up a set of criteria. We are not telling the States or localities, you have to do it exactly this way or that way. We are giving them a great deal of option.

As long as they set up a program that meets these criteria in terms of work-based learning, school-based learning, a bridge between the two, mentors, high excellence and high quality in terms of national standards, and also a coalition that brings in the business community as well as other community-based organizations.

Mrs. ROUKEMA. And the State can select a lead agency and does not have to have joint jurisdiction.

Secretary REICH. No. Any agency in the State can make the application. The State can select which agency in the State will make an application.

Indeed, some of the grants will be awarded and can be awarded to cities and communities with regard to applications that they may make. It is a competitive grantmaking system in the spirit of reinventing government.

Planning grants will be provided to every State for the purpose of getting up to speed. But in terms of actual implementation, that will be on a competitive basis.

Secretary RILEY. The accountability feature is similar to Goals 2000, where results are measured—and that is the accountability feature—that is, real accountability; and the accountability feature here, of course, would be a high school diploma, a certificate of accomplishment in these areas of general career learning, and a job. And so it really connects then, with the work of the Labor Department, of course, through all of the connecting forces they end up with a job. And we think it is extremely important that we not let the organization of the Federal executive department cloud that very important connection. And we are very hopeful that we will be able to show that it is a very smooth, well-managed system from our standpoint with the two Departments working well together up and down the line.

You have to remember that part of the State and local system is collaboration, that is, the big encouragement of this measure; and so when you get into the State or the local organization, collaboration is what is called for. And then the State plan has to have a monitoring, and an accountability system in its plan.

Mrs. ROUKEMA. We will continue this dialogue at another time. I have over stepped my time limit, but I will follow up with some written questions to you.

Secretary RILEY. Good.

Mrs. ROUKEMA. Thank you.

Secretary RILEY. Thank you.

Chairman FORD. Mr. Owens.

Mr. OWENS. Yes, Mr. Secretary. I certainly applaud this initiative and you have said that this is a framework, establishing a framework. That framework is very important because it is not likely, once the framework is established. It is going to be changed any time soon, so I hope that the framework can be expanded a bit. I think the framework relies too heavily upon traditional systems.

I understand that you want to build on what exists already, and that is highly desirable; however, in addition to that, we ought to try to look at how we can get beyond existing systems, because, basically, existing systems have failed.

You mentioned boredom before, Secretary Riley. You know, you may have such boredom here that you fail to reach students in this transition program or, worse than that, you may have a situation where if we follow the traditional approaches, the cost per students are going to be so high until it is going to be abandoned before it can reach a large enough number of people to make a difference.

You state that: "We expect that States and localities will be able to build such systems by enriching and expanding upon existing programs—such as youth apprenticeship, tech-prep education, cooperative education, careers academies, and school-to-apprenticeship programs." That is wonderful.

I wonder if you have thought about going beyond that and dealing with distance learning experiments, some way to make use of cable television and broadcast television in programming, computerized instruction, more videos and film, and doing things maybe in your section related to discretionary programs under the Secretary, experiment and demonstration programs that are not based in the States and localities but would do things which have a critical mass which allows you to do things that States and localities could never afford to do?

They could never afford to develop certain kinds of computerized instruction or software educational software. There are a number of areas where we have examples, and the military has developed some very good educational software in the vocational area, and it is not being transferred into the civilian sector. There are a number of areas.

My extension university does interesting things with computers. And youngsters in my district are excited about getting computer instruction over cable television. There are areas like that which could be developed but only will be developed if you do it at the national level, and then you can offer them a support and back up systems for the local programs. And I hope that you could find some way to include this in the framework so that from the very beginning we are thinking in modern terms.

We are joining—educational will be allowed to catch up with the 20th century and go into the 21st century using the best technology available beyond the traditional approach.

Would you care to comment, please?

Secretary RILEY. Congressman, certainly the whole concept is very much in line with your suggestion. It is so important to be able to take these new creative ideas, use of technology and education and workplace learning, and take them to scale and be able to expand this concept throughout the country.

Having the systems in place really enables us to do that in a tremendously helpful way. The traditional systems can work and I don't want you to be misled into thinking in anyway that we are just taking things under a system of this kind and putting our approval on a particular system.

This does call for pulling the forces together that can deal with these issues—educators, business, labor, whatever—and looking at the three component parts.

So if you have a tech-prep program or if you have a career academy, what is its strength in terms of workplace learning? What is its strength in terms of real academic achievement in the school? The connection of the two is when you get this collaborative group to sit down and work with industry to commit 10 positions, and young people working their way into those positions.

So these basic components, we think, are extremely important. So if we take a traditional program, our framework would have all kinds of expansive capacity, making sure that it has workplace, schoolplace, and the connection of all of that. So I think the creative part of it is certainly called for.

Secretary REICH. If I may add to that, Congressman, the precise virtue of a program like this is that we are not locked in.

We can, as Secretary Riley says, take the very, very best elements of every experiment that is out there, whether it is work-based, tech-prep, or career academies.

The vanguard schools in this country are doing some very exciting things, particularly with eleventh and twelfth grade with regard to school and work. They are looking at independent learning and critical thinking. They are looking at self-directed teams, and they are linking all of that to work-based learning in some very, very creative ways.

We don't want to stop the creativity. In fact, if anything, this program is intended to mobilize and accelerate that kind of creativity.

Mr. OWENS. Thank you.

Chairman FORD. I hope you will excuse us for 10 minutes. We can run over and vote and come right back and pick up where we left off.

[Recess]

Mr. KILDEE. [presiding] We will reconvene the hearing pending the arrival of Mr. Ford. First, I would like to apologize to the two Secretaries for not being here at the beginning of the hearing. I was down meeting with their boss at the White House, along with the Vice President. I might say, it was an interesting meeting. We had the CEOs of the big three automakers, Mr. Eaton, Mr. Polling and Mr. Smith. They announced today joint research using U.S. laboratory research and government laboratory researchers to develop a car that will have less emissions, fuel efficiency three times what it has today with greater safety.

It was really very interesting, this cooperation between government and business. All three of the CEOs noted that this was really a new day, a new relationship, where government could extend a friendly, helpful hand to business for the common good of all the people in this country.

I think in light of that, it was an exciting meeting to see. That could not have happened 10 years ago, would not have happened 10 years ago.

I think we have to make sure that, in that new relationship, where American business, I believe, will take off, that we have the trained people to supply the needs of American business. That is what you two are all about. You two are planning, and we want to work with you on that.

Mr. Gunderson I believe is next.

Mr. GUNDERSON. Thank you, Mr. Chairman. My question is whether or not they convinced you to vote for NAFTA when you were down there.

Mr. KILDEE. We agreed to disagree.

Mr. GUNDERSON. I was going to thank both of you Secretaries for being here, but I decided that everybody has been doing that and it sort of sounds like a 1960s "love-in" here; so we ought to skip that because it is 1993.

So I am going to simply say I am delighted you are fulfilling your legal obligation to show up whenever we ask.

Secretary REICH. And we are delighted to fulfill our legal obligation too.

Mr. GUNDERSON. I would like to focus, though, on a couple of problem areas that we have.

As I told Secretary Riley beforehand, it is hard to find a lot of difference between, frankly, the Goodling-Gunderson bill and the one you are introducing. So there are not a lot of areas of contention.

One of my concerns is that there is absolute consensus on the school-to-work opportunities or apprenticeship program. But the controversies lie with the skill standards development legislation, which we all agree has to happen first in order for this to really be effective—and I get the feeling, listening to the discussions, we are going to have this bill pass and signed into law, and we are still going to be debating Goals 2000 and whether we are going to have skills standards.

So my question number one is, would you support an amendment to this bill that would attach the skills standards development language, should Goals 2000 get bogged down?

Secretary REICH. Congressman, let me just say, it was never the intent of this legislation before you to, in any way, supersede or abrogate any set of standards that the private sector, joint management and labor had developed.

Instead, we include in the legislation specific opt-in provisions which enable them to get involved in a national system when that national system is developed. We are working with staff to very carefully and narrowly define the criteria of any exemption from those standards.

The point is that once national skills standards are developed, the standards that have been developed at the State level can merge with those national standards. It is not necessarily sequential.

Mr. GUNDERSON. Well, I knew if we talked long enough, we would find an area of disagreement. The concept of having 50 States developing State skill standards which may or may not reflect what eventually will be the national voluntary skill standards, I think, is a real disincentive for States to get involved in this entire area.

It is a real disincentive for business to get involved in it. And I think we have to make sure that, in this case, the skill standards are enacted at the same time or before the school-to-work legislation, on a national level.

Secretary REICH. Well, Congressman, we would hope, of course, that the skill standards would come at the same time.

All I am suggesting is that there will be a time period during which those national skill standards are developed. After the skill standards legislation is enacted there will be a time during which those skill standards are developed. During that time period, the States themselves will also be providing some skill standards. The two paths should be in parallel.

There will be every incentive for the States, for every kind of training institute, for community colleges and others, to gear their standards to those emerging national skill standards.

So I don't envision any conflict, and I certainly don't envision 50 different sets of standards. Again, I want to emphasize, it will take time to develop those standards.

Mr. GUNDERSON. The second part of this problem, as you recall from the skill standards legislation that moved through this committee earlier, is that we effectively exempted 258 different occupations from the development of skill standards.

I don't know how you can have voluntary national skill standards if you start exempting certain occupations from coverage.

Is there any reason to believe we can get that resolved in a way that is going to bring those occupations back in?

Secretary REICH. I would hope so. And we are working on that.

Mr. GUNDERSON. My final question, before I run out of time, as you know, following your testimony, we will have the General Accounting Office testify, and they have now upped it, I think, from 125 to 155 the number of Federal programs involved in training.

I guess we have a concern, as supportive as I am of this, that this is not going to be program number 156.

Can you put this into the context of the overall reinventing government effort for us, or at least in the area of one-stop shopping from a training perspective how you see this fitting into that?

Secretary REICH. Let me try. And I don't want to hog the microphone and take it from my distinguished colleague here.

There are two initiatives we are proposing with regard to reinventing government and consolidating many of these efforts.

The first initiative you have before you, that is the school-to-work initiative, which I want to emphasize, again, as Secretary Riley has emphasized, is not a new bureaucratic layer; it is not a new program in the sense of a whole new set of structures. It is a set of criteria within which a great deal of effort can be consolidated, a set of directions and a framework for States, already some of which are doing work now toward developing their own school-to-work systems, to work within.

The national skill standards fit hand in glove with that effort. The legislation requires States to work with the National Skill Standards Board once that skill standards board is established so that instead of creating a new training system, we will have a framework within which many training systems at the Federal and State level can work.

All of those training systems are geared toward the very important transition from school-to-work. We want to establish a set of criteria by which those training systems at the State and local level can be judged.

Now, the second set of initiatives involves moving people from work to work. As we have discussed, the problem of structural unemployment is growing in this country. The problem we face is not just the widening gap between people at the top who have good educations and everyone else in terms of earnings. We are also facing a growing problem with regard to people losing their old jobs and not getting them back again, needing help getting from one job to the next.

We will be submitting to Congress, hopefully within the next month, legislation attempting to consolidate many of those programs and add a structure which both eases the transition of individuals from job to job and also begins to integrate unemployment insurance with job training.

Secretary **RILEY**. Before I——

Mr. **KILDEE**. Mr. Riley.

Secretary **RILEY**. Mr. Chairman, I would like to elaborate somewhat. The question, of course, brings a lot of connecting questions together; and I think it is important for us to make it very clear that all of us are working together—and Congressman, I appreciate your involvement and interest.

Goals 2000 really is an important centerpiece for the alignment of all of these systems that look at State control and the responsibility of States in terms of education, but national priority and leadership driven by high standards for all children, results oriented, is the accountability feature.

This program fits into that beautifully well; regardless of other training programs that are out there. It is a great statement, for that 75 percent of the young people who do not go through a four-year college program, to say that the standards are dealt with in Goals 2000.

It is an education aspect of this whole concept. This is not just a training program. It is the partnership wherein many programs could fit with this overall core component and education and training merging together.

So I think it is a very interesting concept that does fit in the overall systemic reform concept of Goals 2000. I think that is very important.

The only other thing is the waiver provision in this bill, and also in Goals 2000, make the very concern that you have less of a concern, and that is a very exciting new feature of these measures.

Mr. **KILDEE**. Thank you very much.

I would like to talk to you, Steve, about Goals 2000. There have been some proposed changes, and I would like to talk to you perhaps this afternoon on that so we could move that bill soon.

I would like to say that not only am I happy over the cooperation between you two and your two Departments, but the business community across the Nation I have talked to, they are very happy. They realize now that we have a Department of Education and a Department of Labor and two Secretaries who really see the relationship between education and labor.

One of the reasons that we have always resisted trying to split this committee up is that the two go so closely together. In my 17 years in the Congress, I have never seen the level of cooperation I see between you two personally and your Departments. The business community is reading it out there and are very happy over that.

I would like to say one thing I meant to say had I been here at the beginning. I would like to commend a staff member who, for a couple of years at least, has been working very, very hard on the school-to-work, working with the business community back in Michigan and throughout the country and that is Mr. Tom Kelley over here. He has been doing excellent work.

Mr. Sawyer.

Mr. **SAWYER**. Mr. Chairman, you are going to make me follow that? Let me just expand a little bit on what you were just saying.

I also want to say thank you for being here because clearly you have already begun the work of bringing together the focus of your Departments in a way that is constructive and forward looking. And that is critical—and most welcome.

Having said that, let me also observe that we have been through this before. You know that better than any of the rest of us. In the beginning of this century, driven by the same kinds of technological change, we witnessed this Nation's education system adapt to the way in which we organize our work. I suspect that what we are doing today is, in fundamental ways, is not much different from what we did 80 years ago.

In that sense, what you are talking about in terms of using Goals 2000 as a model to establish a set of voluntary goals and skill-based expectations across this country is enormously important.

What I would like to ask you about is, first of all, Mr. Chairman, whether or not I might get my time reset back to the beginning.

And second——

Mr. KILDEE. I was so carried away by your eloquence, I forgot to change the timer.

Mr. SAWYER. And second, how we go about the business of achieving comparability and portability.

This is such a diverse economy. How do you envision us achieving that portability that is borne of comparisons among skills?

Secretary REICH. Portability and comparability, Congressman, are issues that are addressed in the legislation.

First, I want to reemphasize that the legislation provides up to 10 percent grants for disadvantaged areas so that we can maintain and encourage the school-to-work activities in those areas and provide extra resources.

Second, State plans must contain methods to reach all students and not just a privileged few. All students need to be given the opportunity to participate in these programs.

With regard to portability, the skill standards that we are envisioning that are part of the Goals 2000 legislation will be national skill standards. And, again, let me emphasize, as I did with Congressman Gunderson, that this particular legislation requires the States to work with the National Skill Standards Board as that National Skill Standards Board develops those standards, and those standards will be portable because they will be national.

Secretary RILEY. Congressman, I think it is interesting for me to look at standards in a different way than we ever have before. We have always thought of certain constants in education in preparation for work and for whatever. And the constants were the length of the class period, the textbook, those things that we think of normally in the classroom structure. This shifts the constant, the constant under this whole concept, and this school-to-work fits into it. The constant is a standard. It is the goal. That stays the same. Obviously, over a period of years, it will adjust. But that is the constant that we drive for all young people. Some young people can reach that quicker than others.

Teaching in a creative way becomes extremely important, and in a relevant way. So you then work from the ground floor up to reach for the constant for the different young people who are involved out there in the educational system and, to me, that is an interesting and exciting way of reinventing education and stimulating all of the creative juices and innovative involvement at the bottom of the classroom, at the learning level, and time being a variable, keeping the constant, the standards that we all are reaching for.

Mr. KILDEE. Mr. Fawell.

Mr. FAWELL. Thank you, Mr. Chairman.

Gentlemen, my question is really along the lines of the questions which have been put to you by the last two Members.

In reference to the national skill standards, I think I do agree with Mr. Gunderson that—and I was not aware of this necessarily, that when you have 258 industry occupations that are exempted—I gather, under the national skill standards of the education Goals 2000 bill, including construction trades—that that strikes me as a very important problem that we have to address.

I am concerned that occupations in the construction industry, upon being exempted, is a real problem. I would prefer to see us, indeed, fashion an amendment that can be placed in this bill, because I think it ought to be settled before we pass this legislation.

It seems to me that if we are going to have portable and nationally recognized certificates, which is what I read in all of the language in reference to this bill, that we have got to make it clear that the States cannot discriminate against a student who does have a nationally recognized skill standards certificate, let us say, within the construction industry I know this is a relatively difficult subject because there are some strong feelings here, that the States, in regard to their particular standards, should prevail.

What is your reaction?

Secretary REICH. Congressman, if I could just again seek to clarify and ensure that Members understand the relationship between this legislation and skill standards.

We are working with staff to very, very carefully and narrowly define the criteria of any existing standard that might be exempt.

For example, any standard to possibly be exempted must be, number one, national in scope, number two, actively used on a national basis; number three, registered under the apprenticeship Act; and number four, jointly developed by labor and management.

In short, with these criteria, we expect only a very, very small percent of occupations to be exempt and, therefore, not available as aspirations for young people in this kind of program.

Mr. FAWELL. Well, I think Mr. Martinez made the reference that oftentimes we will find that the apprenticeship programs of unions are difficult for people to get into.

I can recall my first effort to get a construction job. I had to finally get my father and other influential people to talk to the union before I could join the International Log Carriers Union. And it seems to me that—and unions, by and large, will serve as people maybe even in their late 20s, not the young people we are talking about here.

If we are going to give someone a skills standard but as a practical matter, you find women and minorities having very difficult times getting into a construction trades union, then that certificate isn't going to mean a whole lot.

Right now we, apparently, have got 268 exemptions and so in those industries, in those particular categories, you are not going to have a lot if someone graduates and gets a certificate in Connecticut but he cannot use it in Illinois or California because he is, then, going to have to go through a particular apprenticeship program.

And so this, I think, is what, to a degree, Mr. Gunderson was referring to; and it does concern me. I would think we would want to try to settle this, make it clear that the standards that we do set forth are nationally recognized standards; and if you get a certificate, then it is portable and you can come to Illinois into Cook County or into DuPage County or wherever, and that will be respected.

And, frankly, there are problems in this regard right now. So I would join with Mr. Gunderson and ask that we certainly at least think on the subject of settling this question of national skills standard and incorporating it into this legislation so we do know where we stand.

Secretary REICH. Yes. Congressman, again, let me assure you that we are working at this moment to open the national skill standards system to limit exemptions to ensure that it becomes a process in and of itself which is open, equitable and available to young people, or for that matter to anyone who is moving from one job to another.

Mr. FAWELL. And I do see this—I endorse the Act fully. I see this as a great opportunity for young people who want to be a carpenter, you know, at the very early age in high school, to learn this trade and then be able to go right out into the world and have the right to classify yourself as a carpenter without going through all the hoops that otherwise might be out there.

Thank you.

Chairman FORD. [presiding] Mr. Payne. I might observe that this number 268 confuses me because I understand that it emanated from somewhere in the bowels of your Department, Secretary Reich, that somebody, off the cuff, figured that the exemption language that we wrote into the bill might exempt as many as 268 specific classifications of employment.

To put your mind at ease, it wasn't the building trades that asked for the exemption. It was the other kinds of skills trades that wanted the exemption, the machinists vocations.

Mr. FAWELL. Would the gentleman yield? I understand that the construction trades are exempt, though, under the latest version of the Goals 2000 legislation.

Chairman FORD. We were able to anticipate in advance that they would have a problem because they have a long history of apprenticeship programs with very precise requirements to meet as you move through each step of the apprenticeship process toward journeyman status. So we were taking care of that.

It was then called to our attention that other occupations have a similar history—the skill trades in manufacturing, for example—and that some of these are so precise as to have been, over a long period, negotiated into national contracts. It goes all the way up to an FAA approved machinist to work on airplanes which not only calls for standard, but certification of proficiency by the FAA itself.

That is what we were trying to accommodate, not to keep anybody out of the program.

Mr. FAWELL. Would the gentleman yield on one point, Mr. Chairman?

Chairman FORD. We are running pretty tight here on the Secretaries. We are going to lose them.

Mr. Payne.

Mr. PAYNE. Thank you very much. I will just speed ahead.

I would like to also commend both of the gentlemen for being here. It is rare that we have two Secretaries to appear together like this. I just have a question, although it pertains primarily to adult literacy, and the report that came out recently. And I think I raised the question with the Secretary of Education last week, but we are finding that a large percentage of Americans, adults anyway, are falling into the two lowest categories as it relates to the question of literacy.

There was a very alarming report that was just released several weeks ago that had five categories of literacy, the lowest, of course, being those who had the least amount of proficiency, the second, and on up to the fifth level which was the highest.

And it concluded that 50 percent of Americans, majority of Americans, were in the two lower categories. Even much more alarming was that the minorities, Hispanics, African Americans at 80 percent filled up the two lower categories.

Now, the question is that literacy is a vague term in the workplace, because literacy, in the past was one thing; literacy in the future Work Force 2000 is going to be something else.

My question: Is the Department of Labor working collaboratively and closely with the Department of Education as we weave through this question of literacy, what is work-based literacy, what is—as Mr. Reich says, you talk about NAFTA and how great it is because it will get these higher-paying jobs in the future, the question of where is literacy, and what is literacy, if the Department of Education has one interpretation of literacy and the Department of Labor has another, then working together may be out of synch.

I know that this is more for the adult situation. But I just raise that question, not specifically as it relates to the school-to-work, which is primarily dealing with high school students, but just in general.

How will you connect and keep the two Departments seeing that this question of literacy or work-based literacy, or whatever, is on the same keel?

Secretary REICH. Congressman, as you know, under Title II of JTPA, we have a number of adult literacy programs and programs encouraging literacy of the workplace.

The standards for functional illiteracy, which are the ones to which you refer, are indeed different, not only depending upon which Department is defining them, but also whose study you happen to be looking at.

The excellent study recently published by the Department of Education carried with it a very unique and, I think, enormously valuable definition of literacy with different gradations of literacy with regard to different functions and different levels of functions that people can perform.

And it seems to me that something like that standard might be enormously useful for the entire government, indeed for the entire

Nation, as we explore and also confront and try to do something about the problem of adult illiteracy.

Secretary RILEY. Congressman, the fact that this school-to-work bill has caused the Departments to work so closely together, not just at the Secretary level, but way down into the two organizations, is really a good thing in many ways; and this is certainly one of them.

There is a tremendous connection between our work in adult literacy and so forth in the education field and Dr. Reich's work in terms of functional literacy and helping people acquire applied literacy skills necessary to get good jobs and be a productive part of the labor force.

So we are very much into that. I think you make an excellent point, and I think both of us are committed to working closely together in that regard.

Chairman FORD. Mr. Ballenger.

Mr. BALLENGER. Thank you, Mr. Chairman.

Again, thank you, Secretaries, for working so well together, because I think the idea behind all this is a great thing for the future of our country. But I would like to go back. I think both of you all are old enough to remember when almost every business in the country used to have summer jobs for high school kids. It was just normal. That time of the year, you would hire two, three, or four students; and they would come in and learn what was going on in the particular manufacturing area.

And then, slowly but surely, the government started interfering, and I think the first thing it imposed was work permits and then hour restrictions and so forth and so on. I realize this level of detail has probably not been worked out.

The point I was going to bring up relates to fringe benefits that in many cases equal close to 50 percent of the wage scale. I think these kids are getting paid to train on these jobs. I am not sure.

But specifically, if they aren't getting paid, are they going to be covered by fringe benefits, including health insurance? Will they be covered with workman's compensation, and other things that could make it much more expensive? Will the person that wants to offer this job training have to choose not to because it is too expensive to mess with?

And I am talking about very small businesses that can't afford just to carry somebody out of the goodness of their heart. I don't know. That is probably down the road in the detail work. But it is a question that I would like to present now.

Secretary REICH. Congressman, there are no specific criteria, no specific direction within the legislation with regard to fringe benefits and the kind of pay.

Our thinking is that if businesses do set up work-based learning with mentors and that is a requirement with regard to the kinds of State programs that we will find most worthy of seed capital in the legislation—that if businesses do that and also coordinate with the schools, it may be that a whole variety of the internships can be arranged in which the pay and fringe benefits are, frankly, irrelevant.

We know right now that many young people do, on a part-time basis, have what are called internships in many school settings, arranged as an educational, rather than a means of gaining additional pay.

And many of those internships are exempt from the Fair Labor Standards Act, and from many of the normal minimum wage and fringe benefit requirements. But it would depend an awful lot on the circumstances.

Mr. **BALLENGER**. Thank you, Mr. Chairman.

Chairman **FORD**. Mr. Andrews.

Mr. **ANDREWS**. Thank you, Mr. Chairman. I also would like to thank each of the Secretaries for their preparation and time this morning.

I ask the question I am going to ask as an original cosponsor of the bill, as an enthusiast about the programs that are out there working and as an optimist about what might occur under this bill; but I have to ask the question I am going to ask.

You very eloquently defined the problem, that a huge percentage of young people leaving our high school system are either unskilled or irrelevantly skilled.

In my opinion, you sketch out the basic solution, which is to reinvent the American high school, as the Secretary says, or create this institutionalized interface between those who employ and those who educate.

Having said that, in my State in New Jersey, the taxpayers of the State are spending $11 billion this year on the K to 12 school system.

We have in our State the same problems that you just described this morning. Why could one not, if one wanted to be critical and in opposition to this bill, simply describe what we are doing here as grafting a $300 million bureaucratic appendage on top of the existing K to 12 school system?

Isn't the real problem that the K to 12 school system in the country needs to be reinvented and dramatically reorganized?

And as a corollary to that, is a program like this really necessary? Couldn't one make the argument that the good systems, the good school districts, and good States don't really need the seed capital because they will find a creative way to do it; and the bad ones that are not going to take the difficult and dramatic steps to reinvent themselves are simply going to take this Federal money and create yet another layer of bureaucracy between the student and the job?

What is the answer to that criticism?

Secretary **RILEY**. I think—the observation that we made earlier—I won't go into repeating that, and you observed it also—I think the restructuring that takes place in a big way under the general concepts of Goals 2000 and school-to-work transition will do just the opposite. I think when you look at school-to-work transition as to whether or not it is just going to be another part of a bureaucratic system, I think it is just the opposite.

I think it takes some of the bureaucratic system that is disjointed, that is fragmented; and uses what works well and discards what works poorly, maybe even within the same State or the same region. Then the collaborative forces come together and combine the three basic components in such a way, that in five or six years, it goes out of existence.

It is reinventing government. It is there for a purpose and then it is eliminated, and that is the whole design of it. And during that period of time, you pick up this very interesting waiver capacity, Congressman, that really—the things that you are inferring to really—makes quite a difference in the ability to work this system out.

Secretary REICH. Congressman, if I could also elaborate on that, the waivers that are embedded in the legislation are very, very important. They give additional flexibility with regard to how a particular area could move from school to work and use some resources that are already available.

We are focusing on school to work in the same way that we are focusing on other key transitions. And the word here—the operative word is "transition," because whether we are concerned about welfare-to-work or school-to-work or even people who have lost their job and going from work to work, the transition points are often the most difficult and the most easily neglected.

That is where the government has leverage, leverage to help people but also leverage to summon a lot of other resources, both public and private sector, to make it work.

Let me say one other thing. You ask, "why give money to the good ones who you say may not need it instead of the bad ones who do need it but, if they got it, might squander it?"

Much of our job, I think as we envision it, is to give extra momentum to what is innovative and good and working in the right direction so that others can get on board.

The legislation contemplates planning money to every State, but a competitive seed money or venture capital system to the States in the lead which will highlight what works, which will set examples, and provide almost a showcase for the rest of the country in how to construct a variety of school-to-work systems, not necessarily one-size-fits-all but what the best models out there really are.

Mr. ANDREWS. My time is up. I would just add, before saying thank you, that the strength of this bill is the waiver that it gives to those who are able.

The liability of the bill may be the subsidy it gives to those who aren't, and I think we need to look for a way to condition that subsidy on self-generated improvement.

Thank you.

Chairman FORD. Mr. Boehner.

Mr. BOEHNER. Thank you, Mr. Chairman.

And, gentlemen, thank you for coming to the committee. I certainly applaud the thrust of what you are proposing. Something needs to happen.

What it should be, I don't propose to know offhand. But certainly your proposal is a thrust in the right direction.

I would like to follow up on a point that Mr. Gunderson made. And that is, here we have another Federal program. Now, as you mentioned, there are over 150 Federal job training and retraining programs. These programs include 90 programs providing counseling and assessment, over 75 programs providing occupational training, over 70 programs providing remedial and basic skills training, over 50 programs providing job placement, over 45 programs providing on-the-job training, 40 providing job search training, and 40 providing for job creation.

Now, if you want to look at this in another context, look at the populations that we are attempting to serve. Sixty-five programs are targeted at the economically disadvantaged. Forty-five programs are targeted at those below age 22; another 35 targeted at those with physical or mental disabilities; another 30 targeted at the unemployed and dislocated workers; 25 targeted at the educationally disadvantaged; 20 targeted at ethnic racial groups and women; another 20 for veterans; another 10 for migrant and seasonal farm workers; and another 10 targeted at older workers.

I am also aware that there are proposals being discussed with regard to a new program for dislocated workers under NAFTA, as well as probably another program that is being discussed regarding those dislocated from defense cuts.

And these are only Federal programs. We also have the myriad of State and local programs. So as well-meaning and well-intentioned as this program is, are we going to attempt, at some point, to make some sense out of this for the American citizen that we are trying to help?

Are we going to try to make some sense out of this for the American taxpayer who is paying the bill?

And with the proposal that you bring, where is the money going to come from?

Here we are spending over $25 billion on the programs that I have just described. And now we are calling for $300 million more.

I believe the money is there, if we begin to use it more wisely. So the questions are: Where does the $300 million that you are calling for in this program come from? And are we going to do any serious consolidation of these programs?

Secretary REICH. Congressman, if I may, and then let me yield to my colleague, it is the intention of the Clinton administration to consolidate and streamline education and training programs in this country to make it easier for people to move from school to work, from welfare to work, and from work to work in terms of job loss.

This school-to-work program is one such attempt by providing waivers and providing seed capital, as we have noted, encouraging States to use all of the Federal and State programs they have—and some of them have very good ones—and consolidate those programs that encourage work-based learning, school-based learning, a bridge between the two, and emphasis on bringing in the business community and educators. This is the vehicle accomplishing consolidation. This is the vehicle for leveraging the programs that are already available and out there.

Instead of doing very, very narrow categorical programs of the sort we have done before, by reconceptualizing the problems of getting from school to work or work to work or welfare to work, our approach is indeed reinventing the educational and training system and doing it in a way that sets very, very high standards.

Goals 2000 is the perfect example. By setting high standards, by allowing the States to, in a sense, innovate on their own, we are removing artificial barriers between programs.

As I have traveled around the country and Secretary Riley has traveled around the country, we have seen some enormously innovative State programs. And what those innovative States are doing is taking all of these little threads of categorical programs at the State and the Federal level, winding them together, and creating something where the whole is greater than the sum of the parts.

We want to accelerate that movement. The $300 million we are talking about in 1995 and the $400 million in 1996 is really a small step in the direction of helping States do that consolidation, not to create a new program, but to consolidate, streamline, create the whole greater sum of the parts for the programs that are already out there and available, including providing them waivers to do an even better job.

Secretary RILEY. Congressman, let me add one word. I think the concern that you express is one that is really met by this whole concept. Of course you have JTPA and you have Perkins.

We are really bridging all of that from the school experience into the work experience. And I think it is a systemic thing that really involves collaboration. And it is not a new program. It is not a new program. It is what we call a partnership of collaboration. And I think with the waiver concept and the other—the limit on—time limit on it phasing out, I think it is consistent with your concern.

I know in Education, in our budget request, we are zeroing out, I think, 24 programs either through elimination or consolidation or whatever. And I think all of us that are attempting to look at those measures called reinventing government are looking at the very thing you are concerned about.

Mr. BOEHNER. Well, we will have a chance tomorrow to talk about the Education side of the programs that you are referring to. Apparently you are coming up to speak to the Republican Members tomorrow afternoon. Look forward to that discussion.

Thank you.

Secretary RILEY. Thank you.

Chairman FORD. Mr. Green.

Mr. GREEN. Thank you, Mr. Chairman. I will be as brief as possible. I was hearing some of the questions from a number of other Members.

I look on this program as a building block that the administration is trying to do, Head Start, Chapter 1, Goals 2000, and now the School-to-Work. And—but hearing some of the concerns about the exemptions, I would hope we wouldn't exempt an apprentice, someone from worker's compensation coverage if that is mandated by that State.

Coming from Texas, we don't mandate worker's compensation; but we also have some penalties if you don't have it and you lose your defenses in court if you are injured. So I hope we don't get to the point where we have to place someone—we have to exempt someone from a lot of these——

Secretary REICH. Worker's compensation would not be——

Mr. GREEN. I know it is a cost on business, but it is also there for a reason for some of the job injuries. The one—and I know you use the bridge analogy. Coming from a—when I was in that high school, I had that bridge from school to work. I just happened to have a fellow who owned a printing company that put me in an apprentice program in the union, but I went to the University of Houston at the same time and we didn't have government help, but

I know that is not always available. In fact, it is easily the exception than the rule.

But I had that ability to have that bridge between learning a trade, a skill, and continuing in college or even in high school. I want to make sure that this program, we would still be able to do that, that that student would have that bridge between the academic part and letting them further their career and also have the vocational side where they could earn a living so they could afford to go to college; although, with National Service, they won't have that problem hopefully. But if there is that bridge there between those two so we can do both.

Secretary RILEY. Congressman, I think the fact that we tie the academics into it, and we are not talking about any kind of watered-down academic background, really is that bridge; and if that is part of this system, then we are talking about that option at any level to move on into whatever a young person wants to move into if they have that academic background and foundation.

But I think that this measure will mean a lot more young people, a lot more going into community colleges, technical colleges, or whatever; and I think as more young people are better prepared going into those experiences, more will transfer into four-year, even six-year programs.

Secretary REICH. If I may, Congressman, you use the metaphor of a building block; and I think that is exactly right. This is the building block that enables people to lay down the next block if they wish, and the next block may be a registered apprenticeship program, college or a variety of other situations which advance their learning.

We are talking fundamentally about a lifelong learning system. Head Start is a piece, but so is elementary school, so is the bridge we are now developing, ideally between education and the world of work. There are a lot of other pieces that have to be put into that edifice if we are, in fact, going to create a lifelong learning system.

Mr. GREEN. Just in response, I am proud to have gone through an apprentice program; but like Secretary Reich has said, I haven't been retrained in 15 years, so I couldn't go into a print shop and work. I have been ruined by going to law school, but I appreciate that.

Chairman FORD. Ms. Woolsey.

Ms. WOOLSEY. Well, there is an advantage to being last, Mr. Chairman. I have the three of you to myself. The good news is that my schedule allowed me to be here through the whole hearing, because to me—when I can sit through entire hearings, it feels so much better than getting pieces of everything. And then the lesson for the three of us that my stick-to-itiveness goes with the programs that I support, such as community coordinated services, et cetera, et cetera, so that goes with this Member.

I can't imagine this process and this discussion without both of you up here talking with us and without business being part of the formula and part of the dialogue.

I am a human resources professional, 10 years human resources management and 10 years having my own consulting firm. And I have experienced, as a human resources manager, trying to fill jobs in a high-tech manufacturing company, example, apprentice circuit board designers, when there were no trained personnel any place, or no students. By the time there were enough apprentice circuit board designers, there was a glut in the market because we had trained too many apprentice circuit board designers, and there were no jobs for them.

And as a human resources consultant, I did a lot of career counseling. And at one of the State universities in my district, they just had this outstanding family counseling program. They pumped out family counselors at numbers you can't believe.

Well, they would come to me and say, now what do I do for work because there were—you know, you can only have so many family counselors in any one district.

Well, my question to you is: How are we going to stay ahead of the curve because Secretary Riley, your constant—the constant thing is that constant will constantly be changing. And how are we—do we have an investment? Do we have a piece of this that will invest in jobs of the future, because we are going to be training our students for today's jobs and we must be looking into the future because it is going to be moving so fast?

So how are we going to encourage that? What are the incentives? What are we going to do?

Secretary REICH. If I could just make two points, Congresswoman, in response.

First, by getting business involved at the start, by getting business input and business partnership in the design of these programs, particularly in the design of the program as it emerges from high school but also, in the last couple of years of high school, that will guarantee that the private sector and the private sector's needs are registered and responded to.

You ask, though, a more difficult question; and that is the private sector's needs today may be different from the private sector's needs tomorrow. And that is why the skill standards which we are also developing and hopefully that legislation will be progressing along and enacted soon, those skill standards we envision for basic skills, skills that result from on-the-job learning, skills that provide people with expertise and mastery of an area of technical knowledge which enables them to then go on, whether through a registered apprenticeship or through a college or through learning on the job in a technical area, whether it be electronics, metal working, a kind of inventory control, manufacturing specialist, whatever the area is, because right now there simply doesn't exist that kind of bridge, that kind of toolkit, which enables young people to learn on the job in many of the technical areas that are emerging in this country. They can't even begin the process of continuous learning because they don't even have the basics.

Ms. WOOLSEY. And we are going to be encouraging private industry to invest in continual learning.

Secretary REICH. And industry, because it is involved at the beginning, will be investing in continual learning.

Secretary RILEY. And this will be real involved leaders in industry and business and whatever the career would be applicable to, and not to demean my professorial friend's profession.

Secretary REICH. That is the worst thing you ever said to me.

Secretary **RILEY**. That is why I started out saying it like I did. But the fact—it is not a classroom interpretation of where the jobs are going to be, and Dr. Reich would be the first one to say that because really that is his field of expertise.

But what is so important is that people will be talking about their region, real jobs, real opportunities, real career future possibilities and probabilities.

So I think it is—this collaboration of business, as Bob says, in the very beginning is the critical answer to your concern.

Ms. **WOOLSEY**. And staying ahead of it. I mean, we are going to be putting so much into the initial, getting it started that it will be just disastrous if, when we get it all together, then we are still behind.

So I will be looking at that and pushing on it.

I have one more question, Mr. Chairman. May I ask it? It is a short one.

Chairman **FORD**. Yes.

Ms. **WOOLSEY**. In reading the bill, I am a little concerned about starting in eleventh grade. My concern—or pegging eleventh grade. I am not so worried about middle school. I don't want to track kids so they end up being in these tracks and can't get out.

What happens to the young person that graduates high school and decides, whoops, I really am not ready for what I thought I wanted; I should be in this other track.

Can they step back into it at the junior college level, or is it too late after the eleventh grade.

Secretary **REICH**. It would not be too late for a young person to change tracks. The most important aspect of this system—and by the way, I hesitate to use the term "tracks" because that connotes different levels and different tracks. And we are trying to get away from that.

No, this gives young people work-based learning and makes the school-based learning much more a life for them. It provides applied examples so that by the time they graduate, they are ready to continue work-based learning, not necessarily precisely in the same area.

We will be looking at the way in which States create their curricula to allow young people—and, again, I want to emphasize all young people, not just the privileged few—all young people to move through a work-based, school-based learning system and then a year or two beyond with a great deal of flexibility.

Both of your questions have to do with flexibility, and I think flexibility is extremely important, and that is—that is one of the criteria.

Ms. **WOOLSEY**. Okay.

Secretary **RILEY**. Congresswoman, that is an interesting point. Of course the flexibility is in the bill and transfer is certainly called for as you move through,.

But your question is a little different, and that is, can you revert back into that? I would think it would probably be very difficult to get back into the high school side of it. But we might all think about a young person who comes through high school and then would like to take advantage of as much of this as possible but has not gone into this program.

So why don't we all think about that? That is a good point.

Ms. WOOLSEY. Thank you.

Chairman FORD. Gentlemen, thank you very much. I know we have kept you overtime, and I appreciate your willingness to give us a complete record. Because we have so many things going on today, there were Members who could not stay here to ask their questions. We would like to submit them to you. We will hold the record open so that they will be contemporaneous with the questions that were asked here today.

I think you provided a good outline of the legislation.

Mr. Secretary, I will be back to talk to you again and again. You can answer her question if you get somebody to design the national computer bank to determine where the jobs are and where they are going to be in the future. If you could get a radar system to identify the targets we are trying to hit, you will answer her question; and I think she shares that concern with more than half of the Members of this committee.

We might work on that and the manpower retraining legislation, but it will be addressed, hopefully, some time this year, as soon as we get NAFTA out of the way and we can get back to work.

Thank you very much, gentlemen.

Secretary REICH. Thank you very much.

Chairman FORD. I am sorry that we ran into a time bind this morning.

We have Ms. Linda Morra, Director of Education and Employment Issues, Human Resources Division, General Accounting Office; and Sigurd Nilsen, Assistant Director, Education and Employment Issues, Human Resource Division, General Accounting Office of Washington, DC.

I think that we really owe it to you and to this committee to have more Members here to interact with you. If you could give us your report and let us set up another time when you are not in competition with the First Lady—the Secret Service is trying to move us out of here now, and two Cabinet Secretaries at the same time—we will get a little better traffic work done here. We can get the Members in, and we will make the report available to them so they can ask you more productive questions.

If you will forgive me for doing this, we will continue this hearing at a time that can be arranged at your convenience and when we can have an opportunity to get you here without so much programmatic competition.

Today is an interesting day. The two Secretaries we have had this morning and the First Lady this afternoon. If we were to go on with your testimony, we would have more intellectual power in this room than we have seen at one time or cumulatively, actually, for 15 years. And so we would like to spread it out just a little bit.

Ms. MORRA. Thank you, Mr. Chairman. We would be glad to come back.

Chairman FORD. Can we get some copies of your report?

Ms. MORRA. Certainly. We will provide that.

[The information follows:]

United States General Accounting Office

GAO

Testimony

Before the Committee on Education and Labor
U.S. House of Representatives

For Release on Delivery
Expected at
10:00 a.m., EDT
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TRANSITION FROM SCHOOL TO WORK

H.R. 2884 Addresses Components of Comprehensive Strategy

Statement of Linda G. Morra, Director
Education and Employment Issues
Human Resources Division

GAO/T-HRD-93-32

SUMMARY OF TESTIMONY BY LINDA G. MORRA
TRANSITION FROM SCHOOL TO WORK:
H.R. 2884 ADDRESSES COMPONENTS OF COMPREHENSIVE STRATEGY

Even though American high schools direct most of their resources toward preparing students for college, few incoming high school freshmen--about 15 percent--go on to graduate and then obtain a 4-year college degree within 6 years of high school graduation. A substantial number of the remaining 85 percent wander between different educational and employment experiences, many seemingly ill prepared for the workplace. Accordingly, some states are developing comprehensive school-to-work transition strategies to better prepare high school students for workplace requirements. Based on our review of the literature and discussions with experts, a comprehensive school-to-work transition strategy would encompass the following interrelated components: (1) processes for developing the academic and occupational competencies of all students, (2) career education and development for all students, (3) extensive links between schools and employers, and (4) meaningful workplace experiences for all students.

STATUS OF COMPREHENSIVE SCHOOL-TO-WORK TRANSITION STRATEGIES AT THE STATE LEVEL

While no state had fully implemented a comprehensive school-to-work transition strategy at the time of our survey, four states--Florida, Oregon, Tennessee, and Wisconsin--had enacted laws requiring state officials to develop and implement strategies. The school districts we observed, like the states themselves, are in the initial stages of implementing their strategies. The state and local officials, teachers, business and labor representatives, and experts we talked with identified several obstacles in developing, implementing, and accomplishing the goals of their school-to-work transition initiatives. The obstacles were the lack of information on "lessons learned" in attempting to plan and implement comprehensive school-to-work transition strategies, some federal grant program targeting provisions that limit using existing grant moneys in school-to-work transition efforts encompassing all students, and uncertain state funding for state and local initiatives.

H.R. 2884 ADDRESSES ALL COMPONENTS OF A COMPREHENSIVE STRATEGY

The three basic program components that the School-to-Work Opportunities Act of 1993 (H.R. 2884) would require, (1) work-based learning, (2) school-based learning, and (3) connecting activities, emphasize those that we identified as the basic elements of a comprehensive strategy. Thus, we support the direction taken by this bill to establish a national framework for the development of school-to-work opportunities systems in all states to facilitate youths' transition from school to work. Overcoming the obstacles will require much effort at the state and local levels. Officials and others in the four states we visited estimated that their school-to-work transition strategies will not be fully implemented before the year 2000.

Mr. Chairman and Members of the Committee:

We are pleased to be here today to discuss the results of our recent work reviewing the status of comprehensive school-to-work transition strategies at the state level. We believe our work can provide some perspective as the Committee considers H.R. 2884, the School-to-Work Opportunities Act of 1993, which is designed to encourage the development of school-to-work systems in all states. As currently drafted, the proposed legislation includes provisions that would authorize development grants to support state efforts in designing school-to-work transition strategies, implementation grants for states ready to begin operation of their strategies, and support for some grants to local communities.

Our testimony is based on our recent report, Transition From School to Work: States Are Developing New Strategies to Prepare Students for Jobs, (GAO/HRD-93-139, Sep. 7, 1993), prepared at the request of the Joint Economic Committee, on comprehensive school-to-work transition strategies at the state level in the United States. To arrive at the key components of a comprehensive school-to-work transition strategy, we reviewed the literature in the field of school-to-work transition and consulted with experts. To determine how many states have adopted the components of comprehensive strategies, we conducted a telephone survey of all 50 states and the District of Columbia. We also visited states and school districts we found that were implementing comprehensive strategies to gain an understanding about how state and local officials are implementing the strategies.

In brief, our analysis showed that, even though American high schools direct most of their resources toward preparing students for college, few incoming high school freshmen--about 15 percent--go on to graduate and then obtain a 4-year college degree within 6 years of high school graduation. A substantial number of the remaining 85 percent wander between different educational and employment experiences, many seemingly ill prepared for the workplace.[1]

Accordingly, some states are developing comprehensive school-to-work transition strategies to better prepare high school students for workplace requirements. While no state had fully implemented such a strategy at the time of our survey, four states--Florida, Oregon, Tennessee, and Wisconsin--have enacted statutory provisions requiring state officials to develop and implement these strategies. The four states are now undertaking actions on the following, interrelated components of a comprehensive school-to-work transition strategy:

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[1] See A Nation At Risk, The National Commission on Excellence in Education (Washington, D.C.: 1983); National Center for Education and the Economy, the Commission on the Skills of the American Workforce, America's Choice: High Skills or Low Wages! (Washington, D.C.: 1990); Gene Bottoms, et al., Making High Schools Work (Atlanta: 1992); Paul Osterman and Maria Ianozzi, Youth Apprenticeships and School-to-Work Transition: Current Knowledge and Legislative Strategy, National Center on the Educational Quality of the Workforce (Philadelphia: 1993).

- processes for developing academic and occupational competencies,[2]
- career education and development,
- extensive links between school systems and employers, and
- meaningful workplace experiences.

These four components, which experts have identified as necessary for a comprehensive strategy, are addressed in the three basic program components that would be required by H.R. 2884, namely, (1) work-based learning, (2) school-based learning, and (3) connecting activities.[3] We support the direction taken by this bill to establish a national framework for the development of school-to-work opportunities systems in all states to facilitate youths' transition from school to work. We believe, however, that overcoming the obstacles will require much effort at the state and local levels. Officials and others in the four states that we visited estimated that their school-to-work transition strategies will not be fully implemented before the year 2000.

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[2] Identifying "processes for developing academic and occupational competencies" as a component of a comprehensive school-to-work transition strategy does not mean that education reform serves only school-to-work transition goals. Indeed, one could view education reform as an umbrella concept encompassing many goals, including improved school-to-work transition. For a discussion of education reform efforts in the United States, see our report, Systemwide Education Reform: Federal Leadership Could Facilitate District-Level Efforts (GAO/HRD-93-97, Apr. 30, 1993). For a discussion of skill standards and certification programs to provide potential employers with assurances that applicants possess certain skills or attributes specifically related to their field of endeavor, see our report, Skill Standards: Experience in Certification Systems Shows Industry Involvement to Be Key (GAO/HRD-93-90, May 18, 1993).

[3] The three basic components listed in H.R. 2884 encompass the four components identified by experts in a comprehensive strategy as follows: the work-based learning component in H.R. 2884 encompasses meaningful workplace experiences (our fourth component), the school-based learning component includes career education and development (our second component) and processes for developing academic and occupational competencies (our first component), and the connecting activities include extensive links between school systems and employers (our third component).

BACKGROUND

The inadequate preparation of young workers has both individual and social costs. The unprepared individual forgoes considerable earnings over a lifetime while contributing to lagging national productivity growth and increasing social welfare costs.

Recent studies on education and economic competitiveness,[4] including our previous work on the subject,[5] have concluded that the goals of secondary schools should include having all youth possess good academic skills, marketable occupational skills, and appropriate workplace behaviors. We reported that the United States is lagging behind some of its primary international economic competitors--Japan, the former West Germany, Sweden, and England--in having students acquire academic and occupational skills that employers need and guiding students' transition from school to work. These foreign countries, unlike the United States, have national policies that emphasize preparing youth for employment. Specific approaches vary by country, but typically schools and employers work together to facilitate youths' work force entry. In Japan, for example, high school seniors get jobs almost exclusively through school-employer linkages, with employers basing hiring decisions on schools' recommendations. In the former West Germany, about two-thirds of all youth participate in apprenticeships.

The United States' secondary education system, on the other hand, has evolved into a multitrack system that, according to many experts, increasingly does not serve youth effectively. In the past, even though many youth in the United States had few skills and limited language and computation skills, a substantial number of youth could strive for and eventually get entry-level positions in semiskilled, higher wage manufacturing occupations.[6] Today, these kinds of jobs are increasingly being phased out; getting jobs with high-wage potential now requires higher entry-level skills. In addition, employers want employees who are versatile and able to adapt to changing conditions not only by learning new skills but also by changing their roles in the workplace--by working in teams, sharing management responsibilities, and solving problems.

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[4] What Work Requires of Schools: A SCANS Report for America 2000, U.S. Department of Labor, the Secretary's Commission on Achieving Necessary Skills (Washington, D.C.: 1991); America's Choice: High Skills or Low Wages! (Washington, D.C.: 1990); Making High Schools Work (Atlanta: 1992).

[5] Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries (GAO/HRD-90-88, May 11, 1990).

[6] Labor Issues (GAO/OCG-93-19TR, Dec. 1992).

In general, current federal grant programs supporting secondary education do not have as their goal aiding comprehensive school-to-work transition strategies at the state and local levels. Instead, the federal programs are highly targeted, mostly on specific populations of students--such as the poor, the disabled, and those with limited English proficiency--and vocational programs.

The School-to-Work Opportunities Act includes provisions that would authorize development grants to support state efforts in designing school-to-work transition strategies, implementation grants for states ready to begin operation of their strategies, and waivers of certain statutory and regulatory provisions in federal job training and education programs that may impede school-to-work transition efforts. In addition, the bill would authorize some grants to local communities. The state and local efforts are required to contain three core components:

- Work-based learning that provides students with a planned program of job training and experiences in a broad range of tasks in an occupational area as well as paid work experience and workplace mentoring.
- School-based learning that includes a coherent multiyear sequence of instruction, typically beginning in the eleventh grade and ending after at least 1 year of postsecondary education, tied to high academic and skill standards. It also includes career guidance and development.
- Connecting activities to ensure the coordination of the work-based and school-based components of the school-to-work opportunities program.

LIMITED IMPLEMENTATION IN FOUR STATES

Only four states--Florida, Oregon, Tennessee, and Wisconsin--have moved to the stage of adopting, in legislation, a comprehensive school-to-work transition strategy. In the four states with comprehensive strategies, implementation progress has been limited, partly because of the newness of the strategies. Each of these states passed legislation during the 1991 to 1992 period. Representatives of nine other states told us that they are considering adopting such strategies. Three states had bills pending in their legislatures proposing such strategies (Michigan, Minnesota, and Washington); another has submitted a plan to the state Board of Regents for approval (New York); three are developing a plan for submission to the legislature (California, Rhode Island, and Vermont); and two have enacted legislation mandating the development of a plan (Arkansas and New Jersey).

In the four states that have adopted the components of a comprehensive strategy, implementation has just gotten underway and considerable uncertainties remain. The most intense activity has been in developing the academic and occupational

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competencies expected of all students (first component). Most of the new statewide goals, standards, implementation activity, and reporting have been in this area. The states are placing heavy emphasis in particular on reducing dropout rates and improving the academic performance of students.

For example, Jobs for Tennessee's Graduates, a program for high school seniors who are most at risk of dropping out, is part of the state's strategy for raising the overall level of academic performance and work preparation of the state's youth. Seniors are trained throughout the year in competencies that enhance their personal work habits and employability skills; following high school graduation, specialists assist graduates in searching for and finding jobs. Oregon is one of several states developing student graduation standards. The state plans to issue Certificates of Advanced Mastery to those students who can show they meet these standards.

Progress is more limited on the other three components of the states' comprehensive school-to-work transition strategies. For example, Florida is the only state of the four with a comprehensive career education, guidance, and development program (second component). As part of that program, in the 1991-92 school year, about 64 percent of Florida's eighth graders completed career plans that are designed to help students set career goals and plan a curriculum that will help them achieve these goals. We note, though, that Florida's program predates the state's comprehensive school-to-work transition strategy, and local school districts are not required to adopt it. The other three states are just developing pilot or demonstration programs in this area.

As for establishing links between schools and employers (third component), only Oregon and Wisconsin have established joint state-business-labor bodies to systematically coordinate and monitor school-to-work transition efforts. Concerning providing meaningful workplace experiences to students (fourth component), new activities such as youth apprenticeship programs are just starting, and on a very limited basis at that. For example, Florida and Wisconsin each had their first 20 youth apprentices in the 1992-93 school year. Oregon and Tennessee will pilot their first youth apprenticeships in the 1993-94 school year. Officials in all of the states we visited, as well as in Rochester, New York, told us that they were in the process of expanding these programs to apply to more students.

The states that are furthest along in designing comprehensive school-to-work transition strategies have only begun to implement their strategies. The process of implementing them across the U.S. will take a long time. Officials and others in the four states we visited noted that implementing their strategies will be a challenge and estimated that their school-to-work transition strategies will not be fully implemented before the year 2000.

LIMITED IMPLEMENTATION AT THE SCHOOL DISTRICT LEVEL

Although we visited school districts that the states identified as exemplary, these districts--Seminole County, Florida; Portland, Oregon; Metropolitan Nashville, Tennessee; West Bend, Wisconsin; and Rochester, New York[7]--like the states themselves, are in the initial stages of implementing their comprehensive school-to-work transition strategies. We observed several common characteristics of these districts.

Similar to the approach at the state level, the principal focus of the districts is on implementing the first component: a process to provide and demonstrate academic and occupational competencies. This involves setting high standards for all students, especially to reach National Education Goals 2, 3, and 4.[8] Many researchers and educators currently are focusing on systemwide reform as having the greatest potential to improve student learning and achieve the National Education Goals.[9] Thus, one could view education reform as an umbrella covering many goals, including improved school-to-work transition. The other components of comprehensive strategies are largely in the planning stage.

Only one of the districts, Seminole County School District in Florida, has a broad-based career education, guidance, and counseling program integrated into its curriculum to reach all youth (second component). Two of its elements are the development of self- and career-awareness for students in kindergarten through fifth grade and the development of career goals by eighth grade.

Although all districts have traditional employer input into vocational curriculum, implementation of business links in other areas (third component) is, by-and-large, unsystematic. Contacts include business participation on advisory committees, teacher internships in industry, and private-sector employees teaching science and tutoring in the schools. To help establish links between the school and the business community, the Roosevelt Renaissance program in Portland, Oregon, has hired an individual who was formerly employed in private sector-business. The situation in

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[7] We visited Rochester, New York, even though it was not in one of our case study states because our expert consultants had identified it as having a specially funded, model comprehensive strategy.

[8] Early in 1990, the President and the nation's governors agreed to a set of six National Education Goals for the year 2000. Goal 2 concerns graduation from school; goal 3, academic achievement and citizenship; and goal 4, math and science achievement.

[9] Systemwide Education Reform: Federal Leadership Could Facilitate District-Level Efforts (GAO/HRD-93-97, Apr. 30, 1993), p. 2.

Rochester, New York, is unique in this regard because the business community takes an active leadership role in establishing strong, coordinated ties with the city school district. For example, the Rochester Business Education Alliance works with the National Center on Education and the Economy to raise local businesses' understanding and awareness of education's growing and changing needs. The Industrial Management Council, an association of about 300 companies, is helping the school board select existing school-to-work programs for inclusion in the district's school-to-work transition initiative. It sponsors a career education program that has courses and 6-week internships for teachers in various companies.

All of the districts have some form of workplace exposure programs (fourth component) to help orient youth to the world of work and allow them to see the relevance of their education. However, the districts generally focus their efforts on vocational students and often on those they think to be at risk of dropping out. Furthermore, it is not clear that workplace experiences are structured to ensure transition to jobs with career potential. All the districts we visited were in the process of expanding these programs to apply to all students but have far to go.

MANY OBSTACLES EXIST

The state and local officials, teachers, business and labor representatives, and experts we talked with identified several obstacles encountered in developing, implementing, and accomplishing the goals of their school-to-work transition initiatives. Some of the obstacles they mentioned include:

- Some employers, especially small business employers, are reluctant to offer workplace opportunities to youth because of the extra management time and costs that would be incurred for training and supervising the youth and the additional cost to employers for insurance.
- School officials and teachers may have few contacts in the business world, making it difficult to establish links with employers.
- Many parents who have traditional expectations may doubt that a new approach with a strong orientation to the workplace is the best preparation for college for their own children. Some parents may perceive the new school-to-work transition programs as a form of vocational education.
- State funding is uncertain for state and local initiatives, including funding for full-time staff dedicated to school-to-work transition initiatives.
- Some federal grant program targeting provisions limit the use of existing grant moneys in school-to-work transition efforts encompassing all students. For

example, we were advised in one jurisdiction that the eligibility requirements of the Job Training Partnership Act (JTPA) make it difficult to use JTPA funds in that jurisdiction's comprehensive school-to-work transition effort.

- Some regional economies do not afford numerous and promising career path jobs. The available jobs may be in low-growth occupations, low-skilled and low-paying occupations, or in businesses with limited futures.
- Information on "lessons learned" is not often collected or available on the experiences of other jurisdictions in attempting to plan and implement comprehensive school-to-work transition strategies.

THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993 ADDRESSES ALL COMPONENTS OF COMPREHENSIVE STRATEGY

The three basic program components that would be required by H.R. 2884 are consistent with the components identified in our report as necessary to a comprehensive strategy--improved academic performance, training in occupational skills demanded by employers, orientation to the world of work and career guidance and development to provide the information youth need to make informed decisions about their future. Thus, we support the direction of this proposal not only because it contains the components we found to be necessary for a comprehensive strategy but also because it addresses several other issues we raised in our report.

The bill addresses two concerns we raised regarding ways to maximize federal efforts in this area, namely that

- planning and implementation grants be given only for comprehensive school-to-work transition strategies, where the emphasis is on linking plans and actions with the components, toward the goal of having all youth possess good academic skills, marketable occupational skills, and appropriate workplace behaviors; and
- evaluation grants be made for studies designed to measure meaningful outcomes, such as better employment and earnings patterns.

Our report also stated that the federal government could make it easier for state and local officials to use existing targeted grants in school-to-work transition efforts, an issue the proposal addresses with a waiver provision for certain program requirements. This could make it easier for state and local officials to use existing targeted grants in school-to-work transition efforts. This procedure would not necessarily undermine the goals of the affected programs, particularly if the legislation authorizing the waivers stipulated that waivers could not affect any provision relating to the basic purposes or goals of the programs.[10]

In addition, relatively little information is available on what school-to-work transition strategies would work in the United States. This is largely an uncharted area for most states and school districts and, as we were told, is likely to take a long time. As more state legislatures and local bodies take action, information will be developed on successful and less successful initiatives, and we believe the role outlined in H.R. 2884 for the federal government in reporting on these experiences is useful. This would include reporting on federal and nonfederal evaluations of the experiences.

Recently, federal attention has been focused on systemic education reform that is directed to improving the overall educational system for all students; it is not limited to support of specific populations of students. Supporting the development of a school-to-work opportunities system, as envisioned in H.R. 2884, is consistent with improving the overall educational system for all students and provides the continued strong federal leadership that this difficult undertaking requires.

One issue that we would like to raise in closing is the level of emphasis that should be placed on career guidance and development and how early in a child's education it should start. Many of the experts we talked to recommended that all students participate in career guidance and development programs starting before the eighth grade and preferably earlier.

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Mr. Chairman, this concludes my testimony. I will be happy to answer any questions that you or members of the Committee might have.

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[10] Such a waiver safeguard is contained in H.R. 2884.

United States General Accounting Office

GAO

Report to Congressional Requesters

September 1993

TRANSITION FROM SCHOOL TO WORK

States Are Developing New Strategies to Prepare Students for Jobs

GAO/HRD-93-139

GAO

United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

B-251427

September 7, 1993

The Honorable David R. Obey
Chairman, Joint Economic Committee

The Honorable Jeff Bingaman
Chairman, Subcommittee on Technology
and National Security
Joint Economic Committee
United States Congress

Many youth are ill prepared for work when they leave high school, often with long-term negative consequences. For example, about 30 percent of youth aged 16 to 24 lack the skills for entry-level employment,[1] and 50 percent of adults in their late twenties have not found a steady job.[2] This situation may be explained, in part, by poor academic preparation, limited career guidance, inadequate workplace experiences, and other impediments to efficient school-to-work transitions.

Experts often find school-to-work transitions in the United States to be lacking in comparison with some of our principal foreign competitors. The experience of the former West Germany is often cited, where roughly two-thirds of all youth participate in apprenticeships that provide an introduction to the workplace, teach occupational skills and related academic skills, and help facilitate the transition to work.

How to achieve better transitions to the workplace is the subject of much debate. In response to these concerns, the Joint Economic Committee asked GAO to study the school-to-work transition problem in the United States. The purpose of this report is to provide an overview of the status of comprehensive school-to-work transition strategies at the state level, and identify possible federal policy options for assisting such strategies. (See app. I for detailed study objectives.)

Results in Brief

Our analysis showed that even though American high schools direct most of their resources toward preparing students for college, few incoming freshmen—about 15 percent—go on to graduate and then obtain a 4-year college degree within 6 years of high school graduation.[3] A substantial number of the remaining 85 percent wander between different educational and employment experiences, many seemingly ill prepared for the workplace.[4]

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[1] Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries (GAO/HRD-90-88, May 11, 1990), pp. 2-3.

[2] Paul Osterman and Maria Iannozzi, Youth Apprenticeships and School-to-Work Transition: Current Knowledge and Legislative Strategy, National Center on the Educational Quality of the Workforce (Philadelphia: 1993), p. 4.

Accordingly, some public officials and educators are considering comprehensive school-to-work transition strategies to better prepare high school students for workplace requirements. While no state had fully implemented such a strategy at the time of our survey, four states—Florida, Oregon, Tennessee, and Wisconsin—have enacted statutory provisions requiring state officials to develop and implement strategies. The four states are now undertaking actions on the following interrelated components of a comprehensive school-to-work transition strategy:

- processes for developing academic and occupational competencies,[5]
- career education and development,
- extensive links between school systems and employers, and
- meaningful workplace experiences.

Each of the four states has taken a number of steps. For example, Tennessee has a Jobs for Tennessee's Graduates program to improve the work habits and employability skills of high school seniors who are most at risk of dropping out. Florida has an innovative career education and development component that includes having students develop a forward-looking career plan. In Portland, Oregon, officials have hired for their Roosevelt Renaissance school-to-work transition program an individual with private-sector business experience to establish links with the employer community, and Wisconsin has a youth apprenticeship program to provide students new forms of meaningful workplace experiences and occupational skills.

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[3] Developed by GAO from U.S. Department of Education, National Center for Education Statistics survey, High School and Beyond: 1980 Cohort (1986 follow-up), and the Center's Digest of Education Statistics (1992 edition), p. 49.

[4] See A Nation At Risk, The National Commission on Excellence in Education (Washington, D.C.: 1983), pp. 8-11; National Center on Education and the Economy, the Commission on the Skills of the American Workforce, America's Choice: High Skills or Low Wages! (Washington, D.C.: 1990), pp. 1-5; Gene Bottoms, et al., Making High Schools Work (Atlanta: 1992), p. 1.

[5] Identifying "processes for developing academic and occupational competencies" as a component of a comprehensive school-to-work transition strategy does not mean that education reform serves only school-to-work transition goals. Indeed, one could view education reform as an umbrella concept encompassing many goals, including improved school-to-work transition. For a discussion of education reform efforts in the United States, see our report, Systemwide Education Reform: Federal Leadership Could Facilitate District-Level Efforts (GAO/HRD-93-97, Apr. 30, 1993).

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State and local officials, educators, and others we interviewed cited numerous obstacles in their school-to-work transition efforts. These include a lack of information on what other jurisdictions have done, employer reluctance to provide workplace experiences, parental aversion to their children's participation in such experiences, and educator belief that targeting provisions in some federal categorical grant programs limit the use of those funds in school-to-work transition initiatives.

The federal government could help by disseminating evaluation and other information on the lessons learned in various state and local school-to-work transition initiatives. The government also could provide advice on ways that schools might use existing categorical grant moneys, perhaps through waivers (if authorized in law), in school-to-work efforts.

Background

Recent studies on education and economic competitiveness,[6] including our previous work on the subject,[7] have concluded that the goals of secondary schools should include having all youth possess good academic skills,[8] marketable occupational skills, and appropriate workplace behaviors. We reported that the United States is lagging behind some of its primary international economic competitors—Japan, the former West Germany, Sweden, and England—in having students acquire academic and occupational skills that employers need and guiding students' transition from school to work.[9]

These foreign countries, unlike the United States, have national policies that emphasize preparing youth for employment. Specific approaches vary by country, but typically schools and employers work together to facilitate youths' work force entry. In Japan, for example, high school seniors get jobs almost exclusively through school-employer linkages, with employers basing hiring decisions on schools' recommendations. In the former West Germany, as noted earlier, about two-thirds of all youth participate in apprenticeships.

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[6] What Work Requires of Schools: A SCANS Report for America 2000, U.S. Department of Labor, the Secretary's Commission on Achieving Necessary Skills (Washington, D.C.: 1991), pp. 4-6; America's Choice: High Skills or Low Wages!, pp. 6, 11-12; Making High Schools Work, p. 7.

[7] Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries, p. 5.

[8] This is the goal of education reform.

[9] Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries, pp. 2-3.

The United States' secondary education system, on the other hand, has evolved into a multitrack system that, according to many experts, increasingly does not serve youth effectively. The best students are directed into the academic, college-prep track, while the rest are sorted into either a vocational track attracting relatively few students or a typically unchallenging general track that is often cited as preparing students for nothing in particular.

U.S. secondary schools generally direct most of their resources toward preparing students for college. However, our analysis of U.S. Department of Education data showed that few youth—about 15 percent of incoming high school freshmen—complete a 4-year degree within 6 years of the end of that group's high school education. This reflects the fact that roughly 20 percent of incoming high school freshmen drop out before graduating, and only about 1 in 5 of the remaining students ends up with a 4-year college degree within 6 years of high school graduation.

In a previous work we noted that, in the past, even though many youth in the United States had few skills and limited language and computation skills, a substantial number of youth could strive for and eventually get entry-level positions in semiskilled, higher wage manufacturing occupations. Today, these kinds of jobs are increasingly being phased out; getting jobs with high-wage potential now requires higher entry-level skills. In addition, employers want employees who are versatile and able to adapt to changing conditions not only by learning new skills but also by changing their roles in the workplace—by working in teams, sharing management responsibilities, and solving problems.[10]

The inadequate preparation of young workers has both individual and social costs. The unprepared individual forgoes considerable earnings over a lifetime while contributing to lagging national productivity growth and increasing social welfare costs.[11]

Current federal grant programs supporting secondary instruction were not established with the goals of aiding comprehensive school-to-work transition strategies at the state and local levels. The federal programs are highly targeted, mostly on specific populations of students—such as the poor, the disabled, and those with limited English proficiency—and vocational programs. The current administration, however, has recently proposed funding for comprehensive school-to-work transition initiatives.

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[10] Labor Issues (GAO/OCG-93-19TR, Dec. 1992).

[11] Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries, p. 11.

In August 1993, as we were completing work on this study, the administration submitted to the Congress draft legislation, introduced as H.R. 2884 and S. 1361, the "School-to-Work Opportunities Act of 1993." As currently drafted, the bills include provisions that would authorize development grants to support state efforts in designing school-to-work transition strategies, implementation grants for states ready to begin operation of their strategies, and waivers of certain statutory and regulatory provisions in federal job training and education programs that may impede school-to-work transition efforts. In addition, the bill would authorize support for some grants to local communities.

Scope and Methodology

To arrive at the key components of a comprehensive school-to-work transition strategy, we reviewed the literature in the field of school-to-work transition, including reports of the Secretary of Labor's Commission on Achieving Necessary Skills (the SCANS Commission),[12] the National Center on Education and the Economy,[13] the Southern Regional Education Board,[14] and prior GAO work.[15] We also consulted with numerous experts in the field.

To determine how many states have adopted the components of comprehensive strategies, we conducted a telephone survey of all 50 states and the District of Columbia, contacting in each state the offices of the governor and the chief school officer. Based on that survey, we identified four states that had formally adopted the components of a comprehensive strategy—Florida, Oregon, Tennessee, and Wisconsin. We visited these four states, and in each state we visited a school district recommended by state officials to gain an understanding about how state and local officials are implementing the strategies. We also visited Rochester, New York, because our expert consultants identified it as having a model comprehensive strategy. (App. I provides additional details on our scope and methodology.)

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[12] What Work Requires of Schools: A SCANS Report for America 2000

[13] America's Choice: High Skills or Low Wages!

[14] Making High Schools Work

[15] Transition from School to Work: Linking Education and Worksite Training (GAO/HRD-91-105, Aug. 2, 1991) and Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries

We did our work between November 1992 and May 1993 in accordance with generally accepted government auditing standards.

Sound Strategies Require a Comprehensive Approach

Much has been written about the need for better school-to-work transition to make high school graduates more employable and improve the competitiveness of the American economy. Frequently, however, analyses of the problem are too limited, addressing only a particular issue[16] or a subset of the high school student population.[17] For example, a study may focus on improving the academic skills and work competencies of noncollege-bound youth.

Experts indicate that one problem with such narrow analyses is that they fail to recognize the challenge of providing sound academic skills and work competencies to the entire student population. Another problem is that such analyses do not sufficiently recognize that providing skills and competencies alone is insufficient for better school-to-work transition. Writers on the subject believe that to prepare the nation's youth for the work world, all students need timely career education and development that goes beyond traditional career counseling. This would involve incorporating work world examples and problems into classroom discussions and activities.

Many observers believe that it also would be important to supplement such classroom actions with meaningful experiences in actual workplace environments through such arrangements as internships, cooperative education programs, and youth apprenticeships.[18] Further, in designing and carrying out actions to prepare students for the world of work, it is important to have strong links between schools and employers.[19] Examples of such links are employer participation on schools' policy and advisory boards, to inform the schools of workplace skills and competency needs; employer activities in the classroom, to teach or illustrate the relevance of classroom lessons to the work world; and teacher internships in industry, to help teachers learn the skills and knowledge required in work settings. Such links help keep the curriculum relevant to the workplace.

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[16] Robert I. Lerman and Hillard Pouncy, "The Compelling Case for Youth Apprenticeships," The Public Interest (Fall 1990), pp. 62-77.

[17] The William T. Grant Foundation Commission on Work, Family and Citizenship, The Forgotten Half: Non-College Youth in America (Washington, D.C.: 1988), pp. 1-2.

[18] Thomas Bailey and Donna Merritt, School-to-Work Transition and Youth Apprenticeship in the United States (New York: 1992), pp. 16-23.

[19] Transition From School to Work: Linking Education and Worksite Training, p. 4.

Based on our literature reviews and discussions with experts, a comprehensive school-to-work transition strategy would encompass the following interrelated components:

- processes for developing the academic and occupational competencies of all students,
- career education and development for all students,
- extensive links between schools and employers, and
- meaningful workplace experiences for all students.

Limited Implementation in Four States

While officials and citizens in many states are beginning to develop position papers or proposals to solve school-to-work transition problems, only four states have moved to the stage of adopting, in legislation, the four components of a comprehensive school-to-work transition strategy that we identified. In those four states, implementation progress has been limited, partly because of the newness of the strategies. The states with comprehensive school-to-work transition strategies are Florida, Oregon, Tennessee, and Wisconsin, each of which passed legislation during the 1991 to 1992 period.

Representatives of nine other states told us that they are considering adopting such strategies. Three states have bills pending in their legislatures proposing such strategies (Michigan, Minnesota, and Washington), another has submitted a plan to the state Board of Regents for approval (New York), three are developing a plan for submission to the legislature (California, Rhode Island, and Vermont), and two have enacted legislation mandating the development of a plan (Arkansas and New Jersey).

In the four states that have adopted the components of a comprehensive strategy, implementation has just gotten under way and considerable uncertainties remain. The most intense activity has been in developing the academic and occupational competencies of all students (first component). Most of the new statewide goals, standards, implementation activity, and reporting have been in this area. The states, for example, are placing heavy emphasis on reducing drop-out rates and improving the academic performance of students.

For example, Jobs for Tennessee's Graduates, a program for seniors who are most at risk of dropping out, is part of the state's strategy for raising the overall level of academic performance and work preparation of the state's youth. Seniors are trained throughout the year in competencies that enhance their personal work traits and employability skills; following high school graduation, specialists assist graduates in searching for and finding jobs. Oregon is one of several states developing student graduation standards. The state plans to issue Certificates of Advanced Mastery to those students who can show they meet these standards.

Progress is more limited on the other three components of the states' comprehensive school-to-work transition strategies. For example, Florida is the only state of the four with a comprehensive career education, guidance, and development program (second component). As part of that program, in the 1991-92 school year, about 64 percent of Florida's eighth graders completed career plans that are designed to help students set career goals and plan a curriculum that will help them achieve these goals. We note, though, that Florida's program predates the state's comprehensive school-to-work transition strategy, and local school districts are not required to adopt it. The other three states are just developing pilot or demonstration programs.

As for establishing links between schools and employers (third component), only Oregon and Wisconsin have established joint state-business-labor bodies to systematically coordinate and monitor school-to-work transition efforts. Florida and Tennessee, however, indicated that they solicit employer views on education and work force matters. Concerning providing meaningful workplace experiences to students (fourth component), such new activities as youth apprenticeship programs are just starting, and on a very limited basis at that. For example, Florida and Wisconsin each had their first 20 youth apprentices in the 1992-93 school year. Oregon and Tennessee will pilot their first youth apprenticeships in the 1993-94 school year. Officials in all of the states we visited, as well as in Rochester, New York, told us that they were in the process of expanding these programs to apply to more students.

Additional details on state-level actions are contained in appendixes II through V.

Limited Implementation at the School District Level

Although we visited school districts that the states identified as exemplary, these districts, like the states themselves, are in the initial stages of implementing their comprehensive school-to-work transition strategies. Nevertheless, we observed several characteristics of these districts.

The principal focus of the districts is on implementing the first component: a process to provide and demonstrate good academic and occupational competencies. Progress to date on the other components is largely in the planning stage.

Only one of the districts, Seminole County School District in Florida, has a broad-based career education, guidance, and counseling program integrated into its curriculum to reach all youth (second component). Two of its elements are the development of self- and career awareness for students in kindergarten through fifth grade and the development of career goals by eighth grade.

Although all districts have traditional employer input into vocational curriculum, implementation of business links in other areas (third component) is, by-and-large, unsystematic. Contacts include business participation on advisory committees, teacher internships in industry, and private-sector employees teaching science and tutoring in the schools. To help establish links between the school and the business community, the Roosevelt Renaissance program in Portland, Oregon, has hired an individual who was formerly employed in private-sector business. The situation in Rochester, New York, is unique in this regard because the business community takes an active leadership role in establishing strong, coordinated ties with the city schools.

All of the districts have some form of workplace exposure programs (fourth component) to help orient youth to the world of work and allow them to see the relevance of their education. However, the districts generally focus their efforts on vocational students and often on those they think to be at risk of dropping out. Furthermore, it is not clear that workplace experiences are structured to ensure transition to jobs with career potential. All the districts we visited were in the process of expanding these programs to apply to all students.

Additional details on district and school-level actions are contained in appendixes II through VI.

Many Obstacles Exist

The state and local officials, teachers, business and labor representatives, and experts we talked with identified several obstacles encountered in developing, implementing, and accomplishing the goals of their school-to-work transition initiatives. Following are some of the obstacles mentioned:

- Some labor laws make it difficult for high school students to participate in certain work-based experiences, such as worker compensation provisions excluding underage students.
- Some detailed state regulations lessen flexibility at the local level. For example, a Tennessee Board of Education regulation required that all schools teach 5 hours of math to all students each week, which made it difficult for the state's schools to tailor programs to students' individual needs.
- Some federal grant program targeting provisions, in the opinion of some educators, limit using existing grant moneys in school-to-work transition efforts encompassing all students. We were advised in one jurisdiction that the eligibility requirements of the Job Training Partnership Act (JTPA) make it difficult to use JTPA funds in that jurisdiction's comprehensive school-to-work transition effort.
- State funding is uncertain for state and local initiatives, including funding for full-time staff dedicated to school-to-work transition initiatives.
- Some employers, especially small business employers, are reluctant to offer workplace opportunities to youth because of the extra management time and costs that would be incurred for training and supervising the youth and the additional cost to employers for insurance.
- Some traditional university entrance requirements may not accept the credits of some new academic classes oriented to the work world.
- School officials and teachers may have few contacts in the business world, making it difficult to establish links with employers.
- School scheduling practices can be institutionally rigid, making it difficult to schedule multihour, interdisciplinary classes that are sometimes seen as needed in a comprehensive school-to-work transition strategy.
- Information on "lessons learned" is not often collected or available on the experiences of other jurisdictions in attempting to plan and implement comprehensive school-to-work transition strategies.
- Many parents who have traditional expectations may doubt that a new approach with a strong orientation to the workplace is the best preparation for college for their own children. Some parents may perceive the new school-to-work transition programs as a form of vocational education.

- Some regional economies do not afford numerous and promising career path jobs. The available jobs may be in low-growth occupations, low-skilled and low-paying occupations, or in businesses with limited futures.

Possible Federal Actions

Overcoming these obstacles will require much effort at the state and local levels, given the responsibilities at those levels for educational matters. But the problem of inadequate school-to-work transitions is also a national problem affecting international competitiveness, and the federal government could help state and local planning and implementation efforts.

The federal government could help by collecting and disseminating information on the lessons learned in the state and local jurisdictions that initiate school-to-work transition efforts. In addition, though other countries have well-established strategies, relatively little information is available on what would work, or not work, in the U.S. setting. This is largely an uncharted area for most Americans.

However, our survey of the states showed that many jurisdictions are beginning to take actions on school-to-work transition matters. We anticipate that as more legislatures and local bodies take action, information will be developed on successful and less successful initiatives, and the federal government could play a useful role by reporting on these experiences. This would include reporting on federal and nonfederal evaluations of the experiences.

The federal government also could make it easier for state and local officials to use existing targeted grants in school-to-work transition efforts. One way of doing this would be through waivers, allowing the funds to be used in such efforts. This procedure would not necessarily undermine the goals of the affected programs, particularly if the legislation authorizing the waivers stipulated that waivers could not affect any provision relating to the basic purposes or goals of the programs.[20]

Whether federal funds spent on school-to-work transition efforts are from existing grant programs or, as envisaged in the administration's draft "School-to-Work Opportunities Act," from a new grant program, we believe that any federal investment's effect would be maximized if

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[20] Such a waiver safeguard is contained in H.R. 2884 and S. 1361.

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- planning and implementation grants are given only for comprehensive school-to-work transition strategies, where the emphasis is on linking plans and actions with the four components toward the goal of having all youth possess good academic skills, marketable occupational skills, and appropriate workplace behaviors and
- evaluation grants are made for studies designed to measure meaningful outcomes, such as better employment and earnings patterns.

Matters for Congressional Consideration

If the Congress wishes to support school-to-work transition strategies, it could consider encouraging the administration to disseminate information on lessons learned in various state and local initiatives. It also could encourage greater use of existing program funds in school-to-work transition strategies, including authorizing waivers to permit use of existing funds in comprehensive school-to-work transition efforts. However, for maximum effect, any funds made available should be only for comprehensive school-to-work transition efforts, and funds for evaluations should be for studies designed to measure meaningful outcomes.

Agency Comments

Department of Education and Department of Labor officials reviewed a draft of this report and provided oral comments. They generally agreed with the report's contents and suggested technical changes, which we made, as appropriate. We also provided drafts of the appendixes to each of the states and school districts we visited and incorporated their comments as appropriate.

We are sending copies of this report to appropriate House and Senate committees, the Secretaries of Education and Labor, and other interested parties.

Please call me on (202) 512-7014 if you or your staff have any questions. Other major contributors to this report are listed in appendix VII.

Linda G. Morra

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Director, Education
and Employment Issues

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Abbreviations

ACT	American College Testing
AIT	Agency for Instructional Technology
CAM	Certificate of Advanced Mastery
CIM	Certificate of Initial Mastery
CORD	Center for Occupational Research and Development
JTPA	Job Training Partnership Act
NASA	National Aeronautics and Space Administration
PENCIL	Public Education: Nashville Citizens Involved in Leadership
SAT	Scholastic Aptitude Test
SCANS	Secretary of Labor's Commission on Achieving Necessary Skills

Appendix I

Objectives, Scope, and Methodology

The aim of our work was to develop an overview of state progress on comprehensive school-to-work transition strategies and to identify possible federal policy actions in this area. To do this, we established the following study objectives:

- Identify the key components of a comprehensive school-to-work transition strategy.
- Determine how many states have formally adopted the components of a comprehensive school-to-work transition strategy and what they have done to implement them.
- Describe obstacles to planning and implementation faced by state and local officials in their comprehensive school-to-work transition strategies.
- Identify how the federal government could support the states in their efforts to develop comprehensive school-to-work transition initiatives.

To arrive at the key components of a comprehensive strategy, we reviewed the literature in the field of school-to-work transition, including reports of the Secretary of Labor's Commission on Achieving Necessary Skills (the SCANS Commission),[1] the National Center on Education and the Economy,[2] and the Southern Regional Education Board,[3] and prior GAO work.[4] We also consulted with numerous experts in the field.

To stay within the scope of our study, we restricted our identification of components to the substantive aspects of a comprehensive school-to-work transition strategy and did not focus on other factors that would be important to any educational strategy—namely, the need for adequate data collection and reporting for evaluating the success of the strategy. Furthermore, we did not examine the ability of the information systems of the states and school districts we visited to measure meaningful outcomes of comprehensive school-to-work transition strategies, such as the employment and earnings patterns of their high school graduates. Thus, we have no basis for judging the absolute nor comparative effectiveness of the states and school districts that have and have not adopted the strategies.

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[1] What Work Requires of Schools: A SCANS Report for America 2000, U.S. Department of Labor, the Secretary's Commission on Achieving Necessary Skills (Washington, D.C.: 1991).

[2] National Center on Education and the Economy, Commission on the Skills of the American Workforce, America's Choice: High Skills or Low Wages! (Washington, D.C.: 1990).

[3] Gene Bottoms, et al., Making High Schools Work, Southern Regional Education Board (Atlanta: 1992).

[4] Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries (GAO/HRD-90-88, May 11, 1990).

To determine how many states have adopted at least the components of comprehensive strategies, we conducted a telephone survey of all 50 states and the District of Columbia, contacting in each state the offices of the governor and the chief school officer. Based upon the responses we received, follow-up material sent to us, and subsequent inquiries where appropriate, we identified four states that had formally adopted the components of a comprehensive strategy—Florida, Oregon, Tennessee, and Wisconsin.

We then visited these states and met with cognizant state government officials and business-labor members of state coordinating bodies (Oregon and Wisconsin) to determine how state officials are implementing the components and the obstacles they are facing. Officials in each state provided us with a description of relevant state laws; we did not verify their accuracy. In each state, we also visited the local school district that officials identified for us as the most advanced in its school-to-work transition efforts. These were Seminole County (Florida), Portland (Oregon), Metropolitan Nashville (Tennessee), and West Bend (Wisconsin). We also visited Rochester (New York), even though it was not in one of our case study states, because our expert consultants had identified it as having a specially funded, model comprehensive strategy. Our work in the districts involved contacts with district officials, school principals, and teachers. In some cases, we also met with business and labor representatives. In addition, state and school district representatives in each state and school district had the opportunity to review and provide comments to the appendix summarizing their respective jurisdictions.

Because our approach took us only to jurisdictions that had formally adopted all of the components of a comprehensive school-to-work transition strategy, we did not visit jurisdictions with one or more exemplary components but not all four components. Therefore, we would not have visited a jurisdiction that only had, for example, a model career education and development program (one of the components).

To identify obstacles encountered in planning comprehensive school-to-work transition strategies and options for federal action, we considered the views of the experts we consulted, the recommendations of various study groups, the opinions of the individuals we talked with in the four states and five local school districts we visited, and the results of prior GAO work.

Florida

Background

Florida officials realized in the mid-1980s that a gap existed between emerging job requirements and the ability of Florida's work force to meet them. For example, they estimated that, if the number of school drop-outs remained unchanged from its 1990 level, the cost to society would be at least $22 billion in lost revenue and increased costs for welfare, unemployment, and crime between 1991 and the year 2000. Concern about this led officials to adopt a comprehensive school-to-work transition strategy.

Goals of the School-to-Work Transition Strategy

Florida's school-to-work transition strategy incorporates two programs: career preparation and school improvement. According to a Florida official, the first, the "Blueprint for Career Preparation," is one of several work preparation programs and provides the framework for educators to prepare youth to successfully enter and remain in their chosen fields of work. First implemented as state policy in the 1988-89 school year, it supports student preparation for and articulation to workplaces, vocational-technical opportunities, and colleges or universities. Its main objectives include increasing students' academic performance, enhancing their self-esteem and career awareness, and improving their interpersonal and employability skills.

The second, "Blueprint 2000: A System of School Improvement and Accountability," referred to as "Blueprint 2000," was enacted in 1991. It intends to raise standards and decentralize the educational system by freeing school districts to design learning environments and experiences to better meet the needs of each child. Three of its goals are to graduate students from high school who (1) are prepared to enter the work force and postsecondary education; (2) can successfully compete at the highest levels nationally and internationally; and (3) are prepared to make well-reasoned, thoughtful, and healthy lifelong decisions.

Institutions Responsible for Implementing Strategy

Responsibility for implementing the school-to-work transition strategy rests with the Florida Department of Education. The Florida strategy is not administered by a work force development board, as in Oregon and Wisconsin, whose school-to-work transition strategies are part of formally coordinated work force development strategies.

The Florida Department of Education's responsibilities in both programs include providing technical assistance and training to any school district implementing them. The Florida Commission on Education Reform and

Accountability, established by "Blueprint 2000," is an advisory board created to oversee the development, establishment, implementation, and maintenance of the school improvement and accountability system.

Implementation Strategy

The "Blueprint for Career Preparation" proposes no major structural changes in the governance system, and its adoption by school districts is voluntary. Those school districts implementing the "Blueprint for Career Preparation" are encouraged to increase apprenticeship, career magnet and academy schools, and tech-prep programs and to develop strategies for using career and education planning systems. The Department of Education is to play a leadership role in implementing it, seeking legislation, expanding partnerships, and providing technical assistance.

The transition to the new system of school improvement and accountability under "Blueprint 2000" is projected to take place in steps. Schools must first develop needs assessments in 1992-93 and then submit school improvement plans to their school boards for approval. The plans are to be implemented in 1993-94, and the school boards must send reports on schools not making adequate progress to the state Department of Education along with renegotiated progress provisions in 1994-95. Then, the cycle starts again. The Department of Education will offer technical assistance to schools that need help. If a school shows no progress after 3 years, it is reported to the state Board of Education for action.

In addition, "Blueprint 2000" requires the Florida Commission on Education Reform and Accountability to randomly select schools for review. If a school should not meet the criteria established by the Commission, the Commission is to refer the district to the state Board of Education. The Board of Education can then request the state Office of the Auditor General to conduct a formal program audit of the school. The state Board of Education can use the results of this audit as additional information when determining appropriate action.

Components of the School-to-Work Transition Strategy

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

To improve the academic skills of Florida high school graduates, in 1992 the Florida Board of Education approved student performance standards and statements of outcomes. The exit-level skills, knowledge, and values identified in the report by the U.S. Department of Labor Secretary's Commission on Achieving Necessary Skills (SCANS)[1] are to provide a framework for the standards that Florida will require of all its students. Through "SchoolYear 2000," a research and design initiative charged with considering new approaches to instructional delivery, Florida State University's Learning Systems Institute is instituting a process to verify the SCANS standards for Florida and set up an ongoing process to keep them current.

At the same time, the state Department of Education is systematically deleting low-level courses and adding higher level courses to the list of courses approved for graduation from high school. During this process, it is adding courses that use instructional methods involving the practical application of scientific and technical principles to help students who have difficulty with academic courses learn the content of the high school curriculum. State officials told us that developing these courses—Applied Math 1 and 2, applied communications, applied physics, and applied chemistry and biology—is paid in part with funds authorized by the Carl D. Perkins Vocational and Applied Technology Education Act (Perkins) and that their implementation by school districts is voluntary.

State officials told us that Florida has established a procedure for recognizing the high school work of the state's students for admission to colleges and universities. State law mandates that Florida community colleges admit all Florida public high school graduates. The Florida Board of Regents approves specific courses, such as those in applied academics. In addition, a 13-member statewide Articulation Coordination Committee adjudicates difficulties among the different sectors. This process can make it easier for students to switch career paths after finishing high school, should they choose to do so.

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[1] What Work Requires of Schools: A SCANS Report for America 2000, pp. xvii-xviii.

Florida officials are trying to develop the assessment component of "Blueprint 2000" to comply with the school improvement and accountability legislation. They told us that no clear direction exists for the assessment of students under "Blueprint 2000" at this time. So far, the state has eliminated all standardized testing below the tenth grade but has left the tenth-grade tests in place. Florida has no formal system of testing employability skills. In what appears to be a first step in measuring students according to set performance standards, the state also requires that all students take criterion-referenced writing tests in the fourth, eighth, and tenth grades and a criterion-referenced graduation test in the eleventh grade to demonstrate their academic skills. Norm-referenced tests allow comparisons of individual or group performance against a national norm. Criterion-referenced tests, on the other hand, are directly linked to the curriculum and are meant to assist teaching and learning by showing student progress toward specific learning objectives.[1]

A unique feature of the Florida strategy is the Gold Seal Endorsement program, which rewards students who obtain technical skills relevant to today's workplace while mastering academic competencies that are prerequisites for higher education. School districts may award this endorsement to graduating seniors who have at least a 3.0 overall grade-point average and a 3.5 vocational grade-point average. The Gold Seal candidate must also complete a vocational job preparatory program, successfully pass a written and performance test of job skills, and demonstrate mastery of basic and employability skills. Students who meet these requirements are eligible to apply for a Gold Seal Scholarship of up to $2,000 per year for 4 years. This money may be used at any accredited postsecondary public or private community college, university, or technical school in the state.

Career Education and Development

In 1991-92, about 64 percent of all eighth graders completed career plans in the state. If the plan is followed, all eighth-grade students in participating schools will prepare a career plan after participating in self- and career-awareness programs in kindergarten through fifth grade, personal assessment and technological literacy in grade 6, and career orientation and exploration in grades 7 and 8. In grades 9 through 12, students are expected to engage in academic and specialized skill development, while in postsecondary education they are expected to pursue skill development and career advancement.

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[1] Systemwide Education Reform: Federal Leadership Could Facilitate District-Level Efforts (GAO/HRD-93-97, Apr. 30, 1993), p. 8.

Links With Employer Community

In Florida, the role of employers in the school-to-work transition strategy is largely advisory. For example, business representatives provide feedback to school needs assessment committees, and employers participate on state vocational education boards in an advisory capacity. In addition, since 1988, Florida has conducted three employer opinion surveys to solicit employer feedback on the preparation of entry-level employees who are graduates of the state's vocational programs.

Workplace Exposure

State officials told us that Florida students participate in a variety of workplace experiences, such as cooperative education and internships. Twenty students participated in the state's initial youth apprenticeship site, sponsored in part by the electronics manufacturing company Siemens Stromberg-Carlson (Siemens) in Seminole County. A state official told us that high school students in youth apprenticeship programs are not allowed by law to participate in the federal workers' compensation program. He saw this as an obstacle to the implementation of a comprehensive school-to-work transition strategy.

Seminole County Public Schools

We visited three schools in Seminole County, Florida: Lyman High School and two schools whose students eventually go there, Altamonte Elementary School and Milwee Middle School.[3]

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

School district officials told us that Lyman High School has a two-track system: tech-prep and college preparatory. To improve the academic skills of its high school graduates, the school has eliminated all general track courses from the curriculum—including five general math courses, some basic programming courses, and other basic academic courses. The school offers applied courses for students who have difficulty with the academic courses to improve the students' chance to succeed in school.

The high school's vocational-technical curriculum has been designed to coordinate with the health occupations, computer-assisted drafting, electronics, and auto mechanics courses, officials told us. In the fall of 1993, students from throughout the county will be able to start in a health academy high school for the first time. Students will be able to take community college courses and receive high school as well as college credit for them.

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[3] Clusters of schools whose students move from certain elementary schools into the same middle school and then into the same high school, as do students in Altamonte, Milwee, and Lyman, are referred to as being part of a "feeder" system.

Efforts to make the school more relevant to career preparation have led to restructuring the school day into blocks of time longer than the traditional 50-minute class periods, thus removing, at least to some extent, the institutional rigidity of school scheduling practices that can be an obstacle to implementing comprehensive school-to-work transition strategies. School officials told us that interdisciplinary teaching and the use of more laboratory, hands-on, teaching makes longer class periods desirable. School officials indicated that they could restructure classes to allow students active participation in the course without spending additional money.

In addition to the tests mandated by the state mentioned above, Seminole County uses the eighth-grade Comprehensive Test of Basic Skills. In 1993-94, all Seminole County tenth graders in the county took the Florida Writing Assessment Test.

Career Education and Development

About 30 percent of Seminole County eighth-grade students completed the eighth-grade career plan in 1992-93, according to a school district official. To further help the students develop their 4-year plan for high school, the school district evaluates all eighth-grade students, assessing their intellectual skills, aptitudes, and interests. All eighth graders in the county took the Vocational Research Institute Interest Inventory and the Apticon Aptitude Test in the 1992-93 school year.

The philosophy at the elementary and middle schools is that career preparation is not a separate curriculum; rather, it should be worked into the regular curriculum. Officials told us that the teachers at Altamonte Elementary School and Milwee Middle School use a variety of ideas based on a plan developed by the Florida Department of Education for the "Blueprint for Career Preparation" and integrate the activities into their curricula in all grades—kindergarten through eighth grade. In addition, the schools have a variety of activities to expose students to careers, such as career days, interviewing and shadowing of professionals by students, simulations of business enterprise activities in the classroom, and three 12-week courses in each of three subjects.

Altamonte Elementary School, Milwee Middle School, and Lyman High School are part of a "feeder" structure, where students can advance from one school to the next. This provides the opportunity to follow a consistent career preparation plan that includes implementing, when students reach high school, the career plans they prepared in the eighth grade. The districtwide career preparation program may be weakened in the future, according to local officials, by a budget cut that has reduced the position of career education director to half time, requiring that the director split her time between career education and language arts.

Links With Employer Community

Links with employers in the area have added diversity to Lyman High School's curriculum. Siemens has shown an unusual commitment to developing links with the local schools. It provides tutors and mentors, makes presentations at middle schools, goes to science fairs, and allows job shadowing of its employees by high school students. Because of its close proximity to the aerospace industry, the school has added space technology to its curriculum. The National Aeronautics and Space Administration (NASA) has "adopted" Lyman High School. NASA has selected the school two or three times to talk with astronauts while they are in space, and the school has the capability to track satellites with software.

Its proximity to Walt Disney World has provided the school the opportunity to offer animation and television production courses. These courses include material showing possible applications of classroom activities to both the aerospace and the entertainment industries.

Workplace Exposure

Lyman High School, Siemens, and another high school in the district collaborated on an electronic technician youth apprenticeship program for 20 students jointly financed by the U.S. Department of Labor and Siemens. After the students graduate, if they qualify, they will be admitted to the full apprenticeship program that Siemens runs in cooperation with Seminole Community College.

The Seminole County School District is planning further youth apprenticeships for 130 to 135 eleventh and twelfth graders for the 1993-94 school year in carpentry, fire sprinkler systems, electricity, and plumbing. Because businesses want students at the work site full time, the district will offer these apprenticeships in the summer—after students complete the eleventh and twelfth grades. The goal is to have students complete 1,000 hours of on-the-job training before they finish the twelfth grade or during the summer after graduation.

Appendix III

Oregon

Background

Oregon citizens from both the public and private sectors recognized in the late 1980s the need to build a superior work force, which they believed to be vital to an advanced economy providing high-paying jobs. According to the Chair of the Oregon Workforce Quality Council, the average per capita income had fallen in the past two decades from 10 percent above the national average to 8 percent below. Oregon's citizens believed that Oregon was moving toward a low-skills and low-wage economy. The decline in income in Oregon has lowered the living standards there. The state legislature saw restructuring the education system to improve the skills of graduates of Oregon's educational institutions and improving school-to-work transitions as two of several means of reversing these trends.

Goals of the School-to-Work Transition Strategy

In 1991, Oregon enacted a legislative package to help develop a work force equal to any in the nation by the year 2000 and equal to any in the world by the year 2010 and to help youth transition from school to work. The strategy follows the recommendations of America's Choice: High Skills or Low Wages![1] and officials expect to implement it over a 10-year period. Following are the four enabling legislative pieces as provided to us by Oregon officials:

- The Oregon Workforce Quality Act, which establishes the Oregon Workforce Quality Council, whose responsibilities include setting and monitoring work force development strategies.
- The Oregon Educational Act for the 21st Century, which restructures the state educational system to achieve, for all students in the state, educational standards of performance and outcomes that match the highest of any in the world. Educational restructuring activities under this act include (1) establishing the Certificates of Initial Mastery and Advanced Mastery as new high-performance standards for all students; (2) establishing alternative learning environments and services that offer opportunities for those experiencing difficulties in achieving the knowledge and skills necessary to obtain the Certificate of Initial Mastery; (3) establishing partnerships among business, labor, and the educational community to develop standards of academic and professional technical endorsements; and (4) providing on-the-job training and apprenticeships necessary to achieve those standards.
- The Workforce 2000 II Act, which establishes new programs for promoting education and job training for Oregon students and workers, including

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[1] National Center on Education and the Economy, Commission on the Skills of the American Workforce, America's Choice: High Skills or Low Wages!, (Washington, D.C.: 1990), pp. 6-9.

creation of a model for reform of secondary vocational and technical education, training for professional technical training teachers, and reentry programs for senior workers.

- The Youth Apprenticeship Training Act, which establishes a youth apprenticeship training program for high school students and provides tax credits for participating employers.

Oregon voters recently approved a ballot measure that will be phased in over a number of years and will severely limit increases in property taxes. It is expected to severely constrain the amount of funds available for state programs. State officials told us that aspects of the new school-to-work transition initiative, such as the technical classes that are part of the students' preparation for the work world, are much more expensive to offer than traditional academic classes. The uncertainty of state funding, especially considering the likely increased costs of contemplated reforms, can present obstacles to implementing the state's comprehensive school-to-work transition strategy.

Institutions Responsible for Implementing Strategy

The Oregon Workforce Quality Council is responsible for overseeing the work force development activities in the state. By law, it has 21 members. Its membership represents the major stakeholders in the process, including private employers and workers. Of the 14 members appointed by the governor, 5 must represent business and 5 labor or community-based organizations; the remaining 4 must include a legislator, a local elected official, a local education representative, and a member of the general public. The members of the public sector include the governor or designee and the chief administrators of agencies responsible for the following areas: social services; elementary, secondary, and postsecondary education; job training and work force development; economic development; unemployment insurance; and corrections. The council has a sunset date of June 30, 1997.

Implementation Strategy

To begin to restructure Oregon's educational system, the state Superintendent of Public Instruction has established 10 task forces to explore ways to start restructuring the system and establish a school-to-work transition strategy in Oregon. They are on alternative learning environments, Certificate of Initial Mastery, Certificate of Advanced Mastery, employment of minors, extended school day/year, integration of social services, middle level, nongraded primary, school choice, and site-based decision-making. School districts and schools must conduct self-evaluations every 2 years that must include a review of demographics, student performance, and student access to and utilization of educational opportunities and staff characteristics and involve the public in setting local goals.

Components of the School-to-Work Transition Strategy

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

The new process to provide good academic skills for all students is getting under way. One of the task forces is identifying the outcomes and standards that students completing the tenth grade will be expected to master to pass the test to obtain the Certificate of Initial Mastery (CIM)—the credential that certifies that students have the knowledge and skills required for college preparatory and academic professional technical programs leading to the appropriate endorsement. So far, the task force has developed a curriculum framework and has identified 11 outcomes. The state Board of Education must periodically review and revise its common curriculum goals, including essential learning skills.

If, at any point, a student is not progressing satisfactorily toward attaining the standard at grades 3, 5, 8, and 10, the school district is to make additional services available to the student, such as a restructured school day, additional school days, individualized instruction, and family evaluation and social services.

The Oregon Department of Education has, to date, adopted six applied academics courses—including applied mathematics, applied manufacturing, and applied economics—to make it possible for students to learn portions of the high school curriculum using instructional methods that involve the practical application of scientific and technical principles. Applied academics courses are financed with state funds and with funds authorized by the federal Carl D. Perkins Vocational and Applied Technology Education Act.

Because the state has recognized that institutions of higher education have no consistent procedure for recognizing student high school work for admission to colleges and universities, the Board of Education and the Board of Higher Education meet regularly to address this issue jointly. The governor has established the Joint Articulation Commission to foster cooperation and collaboration between secondary and higher education in this area. Such a process could make it easier for students to switch career paths after finishing high school, should they choose to do so.

Once the standards for the CIM are developed, the assessments for it will be performance based and benchmarked to mastery levels at approximately grades 3, 5, 8, and 10, including—but not limited to—work samples, tests, and portfolios. Students will be allowed to collect credentials for a period of years, culminating in a project or exhibition that demonstrates attainment of the required knowledge and skills. Tests for the Certificate of Advanced Mastery (CAM)—the high school exit credential—are mandated by law and are currently in the planning phase. Oregon is also a pilot site for the American College Testing Program work readiness test, "Work Keys." State officials told us that they are not sure how this test will fit into the CIM and CAM testing program.

Career Education and Development

Oregon has not yet systematically addressed this component of the school-to-work transition strategy. According to state officials, schools are re-examining the role of career education, teachers, and career guidance in the career development of students. For example, Oregon standards for public schools require that each student develop a 4-year high school plan based on his or her educational and career goals. The plan for each student must be reviewed and updated annually to reflect changing student needs and interests. However, state officials do not know the total number of schools or students participating in the process, since this planning, where it occurs, is conducted locally and information regarding its implementation is not collected at the state level. State officials expect that, once the process is fully implemented, career plans will relate to the CIM, the CAM, and the individual career pathways that will be available to students when the school-to-work transition strategy becomes fully implemented.

Links With Employer Community

In addition to the leadership and participation of high-level business people in the strategy role of the Workforce Quality Council's strategic planning, many members of private industry were among the more than 400 individuals who participated in formulating more specific school-to-work transition plans. Other links are programmatic rather than strategy driven at present. According to the Chair of the Workforce Quality Council, the Business Youth Exchange brings business people into the

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schools, allows younger students to go into businesses to see and experience how businesses work, participates in academies, and promotes business persons' acting as tutors and mentors for students. A Hewlett-Packard official told us that this company plans to have 10 teacher interns this summer who will have the opportunity to work in scientific laboratories and business operations offices and will be paid for their work. The intern teachers are then expected to return to their schools and incorporate into their curricula concepts they have learned from their business experiences.

Workplace Exposure

Under the school-to-work transition strategy, the Workforce 2000 II Act will establish new programs for promoting education and job training for Oregon students and workers, and the Youth Apprenticeship Training Act will establish a youth apprenticeship training program for participating employers. A unique feature of the Oregon plan is that employers can receive a tax incentive of up to $2,500 to participate in the youth apprenticeship program. A business official who has been active in the development of the state school-to-work transition strategy speculated that the lack of such an incentive might be an obstacle to implementing comprehensive school-to-work transition strategies because it is difficult to convince many employers to offer workplace opportunities to youth.

According to state officials, the process of setting up work-based learning experiences is a state responsibility in Oregon and started in 1993. Youth apprenticeship sites are required to follow the written standards for registered apprenticeships as well as those set for high school youth. To make this possible, the state lowered the minimum age for participation to 16 and eliminated the requirement for a high school diploma as a prerequisite for participation, thus removing one obstacle to implementing a comprehensive school-to-work transition strategy. The Oregon Bureau of Labor and Industries—responsible for finding available sites—has identified 49 youth apprenticeship sites in a variety of occupations, including stagehand, logger, and emergency medical technician. The Oregon Department of Education—responsible for finding interested students—has found 17 students interested in filling these slots in the coming school year.

Pending state legislation would expand youth apprenticeships—also with written standards—beyond the registered apprenticeships. These will be approved through the regional work force quality committees rather than being processed through the registered training agent and the joint apprenticeship training committees, as they are now.

Portland Public Schools

We visited the Roosevelt Renaissance 2000 Project at Roosevelt High School in the Portland Public Schools. This project began in 1989, before the passage of the state's school-to-work transition initiative.

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

The first phase of the project was to define the problems Roosevelt High School faced. This was a joint effort by members of the Roosevelt administration and staff, the state Department of Career and Technical Education, and the state Bureau of Labor and Industries. Their efforts launched the project in March 1990. The second phase, starting in December 1990, brought together representatives from labor and industry, the Roosevelt teaching and administrative staff, the Bureau of Labor and Industries, the Portland Public School District, students, and parents.

School officials told us that all students—not just vocational-technical education students—can follow six career pathways offered at Roosevelt High School. Freshmen at Roosevelt can learn about all the possible pathways available to them and at the end of the year they must choose one of the pathways. According to the Roosevelt Renaissance 2000 coordinator, the school has gotten assistance and funding from Portland Community College and Oregon's Department of Career and Technical Education.

A school official said that four applied academics courses at Roosevelt High School have met with student acceptance: an applied economics course for all seniors, two applied mathematics courses—pre-algebra and geometry—and an applied biology/chemistry course. An applied academics course in communications has proved unsuccessful. The school obtained these courses as packages from either the Center for Occupational Research and Development (CORD) or the Agency for Instructional Technology (AIT). Universities in the state have recognized the applied economics and mathematics courses for admission to their institution. No institution has recognized the applied academics course in communications. Recognition of applied academics courses by postsecondary institutions may make it easier for students to switch career paths after finishing high school, should they choose to do so.

Although school officials do not expect to find measurable results for another 3 to 5 years, they plan to evaluate the program every year. They expect to write a new 5-year plan in 1994.

Career Education and Development

All students in the district have developed a career plan, but a school official commented that the process was rushed and, as a consequence, has not been helpful or meaningful for students. However, as part of the new freshman focus class at Roosevelt High School, all freshmen this past year used a computerized program relating aptitudes to career choices to help them select their career pathways. This information is included in the students' portfolios, which follow the students throughout their schooling.

All ninth-grade students at Roosevelt High School do a job "shadowing" experience of 1/2 day with someone in the work environment and take the freshman focus class. School district officials told us that the school will implement a career education curriculum for the sophomore class in the 1993-94 school year. Major components of this curriculum will include a course specific to the student's career focus and a second job shadowing experience.

Links With Employer Community

Local employers and Roosevelt High School teachers have been working together on a curriculum restructuring team since January 1991 using, according to school officials, total quality management practices. The Roosevelt Renaissance program has hired an individual who was formerly employed in the business world to establish links with the employer community that school officials and teachers typically lack. In this way the school has begun to overcome one of the obstacles to implementing a school-to-work transition strategy facing many schools. Some projects come to the teams through their business partnerships. Several federal and state agencies are also involved in the effort. According to school officials, all Roosevelt teachers have taken tours of local businesses, and 10 teachers from Roosevelt are serving summer internships with local businesses to familiarize themselves with the work world. They are selected from each of the different career pathways.

Workplace Exposure

State officials told us that Portland students participate in workplace experiences such as internships and cooperative education. In addition, school officials noted that job shadowing starts in the freshman year, entailing a one-time, 3-hour experience per year, per student. The plan is to give more detailed work experiences to students in the future. A key objective of another new program, the freshman focus program, is to teach students how to set and achieve well-defined and realistic goals that are designed to prepare them for a work environment. The freshman focus program also helps freshmen develop positive self-esteem, enabling them to interact with adults, and thus be more likely to succeed in school and transition from school to work.

Tennessee

Background

According to Tennessee officials, Tennessee's effort to restructure education began in the late 1980s, when the public was expressing dissatisfaction with the state's economic development. Jobs for high school drop-outs were becoming scarce as Tennessee's manufacturing industries were changing from textile based to other types of manufacturing. Also, the auto manufacturers that were moving into the state complained about the quality of the work force, leading Tennessee officials to fear that the state would have difficulty attracting high-wage jobs in the future.

Goals of the School-to-Work Transition Strategy

Tennessee, in the 1990-92 period, approved two school-to-work transition documents: the "Goals and Objectives of the 21st Century Challenge Plan" and the Education Improvement Act. First, according to Tennessee officials, the governor prepared, and the Tennessee Legislative Oversight Committee on Education and the state Board of Education approved, in 1990, the "Goals and Objectives of the 21st Century Challenge Plan" (commonly referred to as the 21st Century Schools Program), whose overall aim is to establish, by the beginning of the 21st century, new schooling approaches to better prepare students for the new century. The 21st Century Schools Program calls for restructuring the high school curriculum to strengthen academic requirements for all students so that they exceed the national average and score in the top one-third of southeastern states by the 21st century. Then, in 1992, the Tennessee General Assembly passed and the governor approved legislation incorporating the basic elements of the 21st Century Schools Program into law.

The 21st Century Schools Program also calls for abolishing the general track curriculum, forcing students to choose between an academic and a vocational track by the end of the tenth grade. A Tennessee Department of Education official told us that the goal is for students in both tracks to be prepared for work, further training, or college. Those students planning to go to college will receive enhanced preparation for college-level work, and those in the vocational track will receive intensified preparation for jobs or postsecondary technical education so they can compete effectively in the job market or succeed in postsecondary technical education.

Institutions Responsible for Implementing Strategy

The school reform legislation authorizes the state Board of Education to set policy and adopt formulas to distribute kindergarten through twelfth-grade education appropriations. A Tennessee Department of

Education official told us that the Department of Education has overall responsibility for implementing the plan. The legislation does not set up a special work force development board—as in Oregon. That same official said that the Commissioner of Education is a member of the governor's cabinet, whose members are expected to collaborate and coordinate the activities of their agencies in the delivery of services to school-age children. The legislation requires performance contracts for all school principals.

Implementation Strategy

Tennessee's implementation strategy mandates an accountability system and changes the management, funding, and governance of its school systems. The strategy focuses on state and local outcomes rather than on procedures. To provide greater flexibility at the local level, the state Board of Education eliminated approximately 3,700 rules, regulations, and minimum standards. For example, a Department of Education official told us that the state Board of Education had a rule requiring all schools to teach 5 hours of math to all students each week. Now schools are allowed to vary the number of hours to accommodate students' individual needs. Also, the state Board of Education is allowing school districts to deviate from the standard 55-minute period of classroom time to a length more appropriate to helping students meet their needs. Eliminating the rigidity of school scheduling practices provides greater flexibility for decision-making at the local level. The implementation strategy now requires school districts to conduct needs assessments and update them annually, linking them closely with mandated 5-year plans. The strategy proposes school-based decision-making, gives teachers a part in formulating decisions that affect the classroom, and holds schools more accountable for results.

The state has issued two annual progress reports, one in 1991 and one in 1992, called Steps Toward Excellence, to help the public review the progress being made. Nevertheless, some obstacles exist. For example, how Tennessee's educational funding will be allocated is now in litigation, causing the state some uncertainty about its education funding formula. An obstacle restricting Tennessee from using federal funds for its school-to-work transition strategy, according to a Department of Education official, is the eligibility requirements of the Job Training Partnership Act. Tennessee uses some of these funds for its school-to-work transition program, but, according to the official, the eligibility requirements prohibit the state from providing programs to some students who, officials believe, need and deserve to participate in them.

Components of the School-to-Work Transition Strategy

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

Tennessee Department of Education officials told us that, to improve the academic skills of Tennessee high school graduates, all students are expected to learn the same skills through the tenth grade. At that point, students are expected to choose between a vocational and an academic track. The Tennessee Department of Education is assessing both vocational and academic courses for content quality and plans to eliminate the general track by phasing it out over several years.

The state is phasing in applied academics courses to help students who have difficulty with traditional academic approaches. So far it has developed six applied academics courses in collaboration with other state agencies and has implemented four—Math for Technology I and II, applied communications, and principles of technology. An official told us that funding for developing applied academics courses comes from both the Carl D. Perkins Vocational and Applied Technology Education Act funds and state money.

The Department of Education is attempting to get higher education institutions in the state to accept more applied courses for admission to enable students to meet admission requirements. Acording to a Department of Education official, Tennessee universities and colleges accept three of the approved courses for admission.

As planned, Tennessee's credentialing program will be rigorous. In 1993 all vocational students in the twelfth grade had to take the Work Keys test for the first time. This test measures workplace readiness and academic achievement. Some Tennessee businesses will invite students to include their Work Keys assessment scores with their job applications to document their work readiness. According to a Department of Education official, all students must pass the Tennessee Proficiency Test, which cannot be given before the spring of the ninth grade, as a requirement for a high school diploma. By July 1996, all graduating seniors must take the

American College Testing (ACT) assessment, the Scholastic Aptitude Test (SAT), or the Work Keys test. These tests no longer will be optional.

Career Education and Development

We found a variety of career education and development plans in Tennessee, rather than a single statewide approach. Ten school systems used state grants to develop career development programs in high schools and vocational centers. According to a Department of Education official, in 1993, eighth-grade students in some sites across the state used career planners that follow the Southern Regional Education Board model. This official told us that a program for guidance counselors is available and has been piloted in 27 schools. It will be offered to other schools this fall. It helps guidance counselors learn about career planners, career awareness, portfolios, and employment possibilities for students. The Tennessee Department of Employment Security has a school-to-work transition program to orient high school graduates to the workplace. The curriculum for employability skills and marketing was developed jointly by local employers and schools; the program is being used in 59 of the 95 counties in Tennessee. School year 1993 was the first time this program was provided to students other than twelfth graders.

Links With Employer Community

To help schools improve their performance and productivity, Tennessee has vocational advisory committees that include representatives from business and industry in all school districts across the state. In addition, about 80 percent of Tennessee school systems are involved in some form of organized school-business or school-community partnerships. For example, the Department of Education cosponsors a "Tennessee Business Week," when incoming high school juniors and seniors have the opportunity to spend a week on a university campus during the summer to learn about the free enterprise system and effective business principles.

Workplace Exposure

State officials told us that Tennessee students have the opportunity to participate in various workplace experiences. The Department of Education developed a youth apprenticeship model for students who enter the work force and for students who wish to continue their education, but, according to a Department of Education official, local education agencies have the flexibility to design and develop their own model. He said that the Department has selected seven sites to pilot this program.

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Metropolitan Nashville Public Schools District

We visited the Glencliff and Maplewood Comprehensive High Schools and the Wright Middle School in the Metropolitan Nashville Public Schools district.

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

The Metropolitan Nashville Public Schools district plans to eliminate the general track, and it will eliminate all general track courses when the state does, according to a Metropolitan Nashville Public Schools district official. Two of its schools—Glencliff and Maplewood Comprehensive High Schools—are pilot sites for eliminating the general track. Another official told us that they are now developing curricula to meet state competency standards.

The Metropolitan Nashville Public Schools district is one of six locations across the country participating in Equity 2000, an education reform project established by the College Board to enhance minority preparation in algebra and geometry. This 6-year project, ongoing at both Glencliff and Maplewood Comprehensive High Schools, is in its second year. It is a model of systemic change designed to be replicated nationwide.

The Metropolitan Nashville Public Schools district has four approved applied academics courses—principles of technology, applied communications, Math for Technology I, and Math for Technology II. The first two and the last are on the list of approved academic courses for admission to Tennessee's universities and 2-year colleges. Glencliff and Maplewood Comprehensive High Schools also teach diversified technology, and Glencliff has an additional course in applied biology and chemistry, according to a district official. Most of the money to fund development of these courses comes from local funds, but the school district uses Carl D. Perkins Vocational and Applied Technology Education Act money for supplies and equipment. Through its Diversified Technology Program, Maplewood Comprehensive High School allows vocational education students to demonstrate their knowledge and competencies by completing student projects. It has work stations for various subjects, such as robotics, research design, desk-top publishing, electronics, and aerospace technology, with the appropriate equipment to conduct these activities. Groups of students design and research their own projects, with an instructor as facilitator.

Although the legislation requires that all students take an exit exam by July 1995, a school district official told us that all vocational students in the Metropolitan Nashville Public Schools district took the state-administered Work Keys exam in 1993.

Career Education and Development

Wright Middle School's seventh- and eighth-grade students learn applied academics by rotating every 9 weeks among various technical labs. A teacher explained that this exposes them to different occupational areas and helps them choose a high school course of study. The labs offer such subjects as robotics, applied physics, computer applications, graphic communications, and electronics. All parents of eighth-grade students receive an information packet on career choices by mail. However, no consistent assessment tool or aptitude survey exists for these students.

Other career education activities focus on youth at risk of dropping out. The Public Education: Nashville Citizens Involved in Leadership (PENCIL) organization—a not-for-profit organization formed to coordinate efforts by Nashville's business, education, and civic community—sponsors a Jobs for Tennessee's Graduates program for seniors who are most at risk of dropping out. The program runs for 18 months—the entire senior school year and the first 9 months after graduation. Following high school graduation, specialists assist graduates in finding jobs. Seniors are trained throughout the year in competencies that enhance their personal work traits and employability skills. They are exposed to work situations outside the school environment through participation in the school's Jobs for Tennessee's Graduates Career Association Club. According to a PENCIL official, this program was previously funded by the Job Training Partnership Act but is now a state program.

The Opportunity Awareness Program addresses the academic, social, and transitional needs of ninth-, tenth-, and eleventh-grade students who are potential high school drop-outs. The district offers the program at five sites in the district—four high schools and one middle school, including Maplewood and Glencliff Comprehensive High Schools—identified as ranking within the top 5 percent of schools with the highest drop-out rate in Middle Tennessee.

To help students who are at risk of dropping out, Maplewood Comprehensive High School officials told us that the school has an occupational child care class where teen mothers may take their preschool children and pay $5 per week. They can work in the child care class during their senior year and obtain one-half of a cooperative education credit while learning parenting skills. This program, jointly funded by the Tennessee Department of Education and the Tennessee Department of Human Services, qualifies the young mothers for work in child care centers once they have finished high school.

Links With Employer Community

Project PENCIL's Adopt-a-School program has business partnerships with schools in the Metropolitan Nashville Public Schools district. Some schools have multiple partnerships. For example, Glencliff Comprehensive High School works with both Textron Aerostructures and Ford Motor Company. Textron spends money—according to Glencliff's needs—on projects involving both vocational and academic students, and the Ford Academy of Manufacturing Sciences teaches students about the industrial workplace.

Concerned about Nashville's economic development, the Nashville Area Chamber of Commerce set up a task force to look at new and existing industry and to help strengthen public education. A school district official told us that last year the Chamber surveyed close to 300 businesses about various economic and community development questions, including whether businesses would be willing to improve linkages with the schools. As a result, personnel of the Metropolitan Nashville Public Schools district interviewed more than 300 businesses this summer, asking them to participate in a variety of activities, such as job shadowing, a work exchange program for teachers, advisory committees, mentor and internship programs, tours and workshops for educators, and establishment of a basic skills program with the Metropolitan Nashville Public Schools district. The Metropolitan Nashville Public Schools district will provide the Work Keys assessments to these businesses so that they can validate competencies and correlate them with the skills required for entry-level positions.

Workplace Exposure

The Ford Motor Company, in partnership with Glencliff Comprehensive High School, developed the Ford Academy of Manufacturing Sciences, a program designed for eleventh- and twelfth-grade students who intend to pursue additional education after high school. The curriculum consists of four full semester courses about manufacturing and related techniques taught by specially trained teachers at Glencliff Comprehensive High School. The program offers a paid summer internship between the junior and senior years.

Wisconsin

Background

Wisconsin officials began to realize in the 1980s that the supply of skilled workers in the work force was shrinking while technical advances in business and manufacturing were demanding more highly skilled workers, according to a member of Wisconsin's Executive Cabinet for a Quality Workforce. A report on work force quality pointed out that many young people entering the job market were facing bleak prospects of acquiring full-time employment in positions paying enough to support an adult or family, offering job security and benefits, and providing opportunities for advancement. To solve these problems, Wisconsin developed its comprehensive school-to-work transition strategy to provide all students with educational program options that better prepare them for the work world.

Goals of the School-to-Work Transition Strategy

Wisconsin's school-to-work initiative, established in its 1991 budget legislation, is part of the state's strategy to develop a quality work force. Its goal is to provide all students with educational program options that will better prepare them for the work world. At the end of the tenth grade, Wisconsin students can select from college preparation, intended to prepare them to enter a postsecondary education program; tech-prep, to prepare them for one or two additional years of technical education; and/or youth apprenticeship, to prepare them for the labor force or an adult apprenticeship program. Both the tech-prep and the youth apprenticeship pathways have been designed to enable students who have chosen them to also pursue an associate or baccalaureate degree after finishing high school.

Institutions Responsible for Implementing Strategy

Wisconsin has set up a formal, state-level structure to ensure the cooperation of major stakeholders, including business and organized labor, in developing the state's work force. That coordinating body is the Executive Cabinet for a Quality Work Force—an ad hoc committee of cabinet-level officials and high-level representatives of Wisconsin's employers and labor unions. The governor appoints its members.

Individual agencies responsible for implementing the school-to-work transition strategy in Wisconsin are the Department of Public Instruction; the Department of Administration, including its Office of School-to-Work Transition; the (postsecondary) Department of Vocational, Technical, and Adult Education; the University of Wisconsin system; and the Department of Industry, Labor and Human Relations.

Implementation Strategy

The Office of School-to-Work Transition has the responsibility for coordinating the implementation of the school-to-work transition strategy. Any dispute between the different agencies charged with implementing the strategy is to be resolved by the governor or the secretary of the Department of Administration. The governor also established the Governor's Office of Workforce Excellence in the Department of Industry, Labor and Human Relations in January 1993. It is responsible for creating new youth apprenticeship programs, assisting in local implementation of these programs, administering state grants to establish career counseling centers, and offsetting employers' costs for supervising and training youth apprentices.

Components of the School-to-Work Transition Strategy

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

The state's Department of Public Instruction publishes minimum standards for programs that school districts must provide but does not specify outcomes. The department has limited influence over the difficulty of the courses students take since, according to a state education official, the local school districts control the content of the courses they offer.

By January 1994, state officials expect applied technology programs in math, science, and communications to be available to help implement the tech-prep and youth apprenticeship pathways. They are intended as alternative instructional methodologies for students in the tech-prep and youth apprenticeship pathways. Funds authorized by the Carl D. Perkins Vocational and Applied Technology Education Act help pay for the development of these courses.

According to a state official, Wisconsin high school students taking applied academics courses have found acceptance to colleges somewhat difficult because these courses were not recognized as fulfilling academic requirements for admission. However, the University of Wisconsin system recently published a list of how the nationally developed courses of the Center for Occupational Research and Development (CORD) in applied math and applied technology could be used for admission purposes. In 1993-94, the University of Wisconsin system will be developing a competency-based approach to admissions that will be piloted in 1994-95.

These changes may make it easier for students to continue or switch career pathways after finishing high school.

Wisconsin's credentialing of student competencies is evolving. The state will require performance and portfolio measures for the first time at grades 4, 8, and 10 in language arts, mathematics, and science during the 1996-97 school year. Participation in the American College Testing (ACT) or the Scholastic Aptitude Test (SAT) for college-bound students will remain voluntary and at the student's expense.

Career Education and Development

Wisconsin's Education for Employment standard requires school districts to provide all students, throughout their educational career, access to classes and programs designed to prepare them for employment, further education, and citizenship. To improve youth's ability to make career decisions, a counseling panel was appointed to propose a statewide system of guidance and counseling support services for students in grades kindergarten through 12. The panel's November 1992 report urged the Executive Cabinet for a Quality Workforce to create the authority and funding mechanism for several proposals. One change, recently funded by the legislature, provides for establishing three pilot Career Resource Centers. All three would use state-of-the-art technology to provide labor market information, each within its own, distinctive, model. Officials expect that these career centers would be modeled after career centers in Germany, providing one-stop shopping to youth and adults, with at least one off school property.

Links With Employer Community

Wisconsin employers—either acting singly or through such organizations as Wisconsin Manufacturers and Commerce—have been a leading force behind the school-to-work transition initiative. As early as the 1970s, they advocated including an education and employment program as one of the state's minimum standards. The president of a manufacturing company and the president of Wisconsin Manufacturers and Commerce have been members of the Executive Cabinet for a Quality Workforce. Business leaders have also been instrumental in establishing consortia of schools and businesses intended to facilitate the process of employers teaching students about the business world.

Workplace Exposure

State officials told us that opportunities for students' exposure to the workplace include a variety of experiences, such as cooperative education programs and job "shadowing." In addition, the state piloted a youth apprenticeship program during the 1992-93 school year that differed from existing work exposure programs because it provided technical instruction closely correlated with the workplace experience. The Wisconsin Department of Industry, Labor and Human Relations sponsored the development of an industry-related curriculum based on outcomes identified by industry. The program operated at two locations in the printing industry and served 18 students. A state official told us that, after completion of a 2-year apprenticeship program, a student will receive a high school diploma, a college transcript that indicates successful completion of certain college courses, and a certificate of occupational proficiency issued by the Department of Industry, Labor and Human Relations. This certificate indicates that the student has matched the standards of the youth apprenticeship program in the state.

The Department of Industry, Labor and Human Relations is working to reach an agreement with business that would guarantee higher entry-level pay for students who have completed a youth apprenticeship program and higher pay for academic achievement. Additional youth apprenticeship positions in the financial services industry are slotted for the 1993-94 school year. Officials were concerned that child labor laws would make implementation of youth apprenticeship at work sites difficult; but, according to a Department of Industry, Labor and Human Relations official, they researched the law and found that because the training was approved and supervised, children over 14 could participate at work sites.

West Bend Joint School District

We visited West Bend's two high schools—West Bend East High School and West Bend West High School—which are located in the same building and share some staff and common areas. According to school officials, the West Bend Joint School District Board approved its own strategic school-to-work/education transition plan in April 1992. Implementation of some components began during the 1992-93 school year, but many of the efforts are only in the planning stages.

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

Under the plan, the school district expects to improve the academic skills of West Bend High Schools' students by developing and implementing an integrated curriculum in math, science, and technology disciplines at middle and high school levels; adapting or developing occupational and academic curricula for career clusters to meet the needs of students who plan to enter a technical college or apprenticeship program; and developing and implementing a comprehensive tech-prep program.

West Bend High Schools provided one math and two English applied academics courses in the 1992-93 school year. In the 1993-94 school year, two more applied academics courses will be added—in science and social studies. The schools used both local school district funds and Perkins funds for developing applied academics courses. One applied academics teacher commented that a possible obstacle to the success and acceptance of a course in applied mathematics is the difficulty encountered in getting universities to recognize applied academics courses for student admission.

A team of English, math, and social studies teachers discussed how they are planning and presenting a course at the high school that integrates academic and vocational subjects. One teacher explained that credit for the integrated course is split between the academics involved. For example, business writing provides one credit for English and one-half credit for business education. However, teachers expressed difficulty finding adequate time to plan such a curriculum. This could be an obstacle to expanding the integrated instructional approach beyond this pilot project.

West Bend High Schools is planning reorganization of instruction to occupational clusters. These occupational clusters are projected to be fully implemented in the 1994-95 school year. According to school officials, students will be able to select one of five clusters—earth ecology and environment, engineering/industrial technology, arts and communication, human services, or business systems—including students at all levels of achievement. Teachers and the curriculum they teach would be organized around the clusters' subjects. The college and work-oriented pathways contemplated in the Wisconsin school-to-work transition legislation will be offered within the career clusters. The school district is also developing a diploma endorsement program intended to validate employability skills. It would enable students to demonstrate their skills and competencies.

Career Education and Development

The district's school-to-work/education transition plan calls for expanding and refining the kindergarten to grade 12 career guidance program. In the 1992-93 school year, almost 95 percent of West Bend High Schools' ninth-grade students completed a career plan to help them organize their educational plans and future. Once the school is organized into clusters, the staff of each cluster is to share responsibility for the career counseling of students in its cluster and for maintaining individual folders that include the students' career choices.

During the 1992-93 school year, West Bend High Schools brought in various social service agencies to provide counseling on personal and social problems, freeing up some time of the regular, in-school guidance counselors for student career guidance. School officials indicated that they would like to continue this practice in the future.

Links With Employer Community

The school-to-work/education transition plan proposes providing a constant system of interaction between schools and businesses to improve understanding and awareness of the relationship between classroom instruction and applications in the business world. The establishment of the printing apprenticeship program in West Bend stemmed from the initiative of a printing business chief executive officer. It has required close collaboration between the school officials and the employer, and both stated that they plan to continue this relationship and make necessary adjustments to improve the program next school year.

An Adopt-a-School program also is functioning, according to a local Chamber of Commerce official. It pairs each school with three to five businesses to improve students' understanding of how academics relate to applications in the business world. Activities with the high school include employees teaching some classes, teachers spending time at and touring businesses, a business sponsoring a class trip, and mentoring of students.

Workplace Exposure

During the 1992-93 school year, West Bend High Schools students had the opportunity to participate in programs that, according to a school official, allowed students to work at work sites but did not provide the intense technical training typically provided in youth apprenticeships. In addition, West Bend High Schools were one of two sites in the state that had a youth apprenticeship program during the 1992-93 school year. Officials reported that 11 youths were involved in a printing apprenticeship program that is in the pilot stage.

Instruction in academic subjects is strongly related to the students' experiences in the industry. Students in the program take high school tech-prep applied academics courses for 3 hours each day. They then travel to the printing plant, where they take a technical college course in printing and apply classroom knowledge to work applications by working directly with a mentor. They rotate through designated stations in the company to acquire experience in all aspects of the printing industry. Students from this program will be able to go directly to work, into a 1- or 2-year technical college program, or to a 4-year university program. In future years, students will take a prerequisite course about the industry to prepare them for the apprenticeship.

Background

In the mid-1980s, the Rochester business community recognized that its education system was part of a growing community crisis and that its competitive position was in jeopardy. In 1986, the governor of the state and Rochester business leaders invited the National Center on Education and the Economy to move to Rochester to establish a program to help the Rochester City School District become a laboratory for the state and the nation as it restructured its operations to produce much higher levels of student performance.

In March 1991, the National Center formed the School-to-Work Transition Task Force, a group of 35 individuals representing 26 business, labor, and other organizations from the Rochester Community. The Task Force submitted a proposal to the Rochester City School Board for establishing a 10-year plan to improve the way the city schools prepare students for the work world. This proposal, the Rochester "School-to-Work Transition Initiative," is an outgrowth of the National Center's 1990 work on America's Choice: High Skills or Low Wages! and its 1990 Rochester, New York report, High Expectations: What Students Should Know and Be Able to Do. Both reports decried the lack of a school-to-work transition system and young adults' lack of work readiness, including academic and technical skills.

As part of its efforts to restructure the city's schools, in 1990, the National Center led efforts to create the National Alliance for Restructuring Education, a consortium of states and school districts striving to restructure schools in their jurisdictions. In 1992, the National Alliance received a grant from the New American Schools Development Corporation to establish "break-the-mold" schools in seven locations across the country, including Rochester. It has multiple partners in this effort. The National Alliance is collaborating in the design of a new student performance system with the University of Pittsburgh in the "New Standards Project"—a new student performance assessment system.

Rochester City School District

We visited four of the six Community Alliance Schools in the Rochester City School District: the Westside Early Childhood Magnet Center and the James P.B. Duffy School (elementary schools), the Thomas Jefferson Middle School, and Benjamin Franklin High School. According to an official from the National Center, the school superintendent designated them as Community Alliance Schools when he selected them to begin implementing various initiatives under the National Alliance for Restructuring Education grant, according to a Rochester official. An official told us that, although the Rochester School-to-Work Transition Initiative is a districtwide initiative, it focuses primarily on these schools.

Goals of the School-to-Work Transition Initiative

The School-to-Work Transition Initiative is designed to improve all students' transition from school into the workplace and to additional education and training. It seeks to prepare youth to identify a career direction while in high school and begin to pursue additional education and technical training required for success in that career. The Rochester City School District's Board of Education approved the School-to-Work Transition Initiative in 1991 and officially adopted it as policy in April 1993. The school board expects all students, regardless of socioeconomic status or career choice, to master academic and work standards that are benchmarked to the best in the world.

Institutions Responsible for Implementation

The Rochester School-to-Work Transition Initiative involves the active participation of a large and varied number of school district, community, and national resources of all kinds—such as money, people, and in-kind donations. The school district's Department of Workforce Preparation, which includes the Office of School-to-Work Transition, is responsible for overseeing and implementing the school-to-work transition strategy, as well as integrating it with other district initiatives. An official from the National Center told us that the Rochester Business Education Alliance, a consortium of Rochester's major employers that was formed to look at the role of business in Rochester, intends to provide technical support to and work with the school district and the employer community on implementing a school-to-work transition system; defining outcomes, standards, and measures; and applying high-performance work concepts and practices to education.

Implementation Strategy

During the 1992-94 school years, the district plans to inventory existing school-to-work transition programs, undertake pilot programs to implement the initiative, and continuously update its strategic plan. The School-to-Work Transition Initiative will provide work-based learning experiences for high school students; expand the Youth Apprenticeship Program; implement kindergarten through grade 3 junior achievement; expand the "School is Work" Program, a kindergarten through grade 12 classroom-based program for teachers to develop ways of using the classroom to teach work awareness to students; and create a partnership resource handbook. Implementing the plan corresponds to completing the

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action steps specified in the School-to-Work Transition Initiative, which links to and relies on other strategies under way in the school district.

Components of the School-to-Work Transition Strategy

Processes to Provide and Demonstrate Good Academic and Occupational Competencies

To improve the academic skills of its high school students, the school district has eliminated 10 percent of its general track courses, is placing more students in higher level college preparatory courses, and is adding tech-prep pilot programs. No plans exist for eliminating all general track courses.

The school district has produced a curriculum framework—"Goals, Outcomes, Measures and Standards: An Introduction"—which sets competency goals and outcomes for students. It defines what students should know and be able to do and value. So far this is a working document, but future work includes developing curricular, instructional, and professional development strategies and creating measures of student progress. It includes a section on school-to-work transition. Some of the goals are critical and creative thinking; learning, managing change, and communicating; gaining knowledge of the disciplines; problem-solving, decision-making, and planning; and skills for social and personal well-being. Students will be expected to select a career direction at the end of their sophomore year and to participate in technical training if they so choose. Because New York state is in the process of revising the curriculum and testing at the state level, according to a Rochester official, the Goals Initiative assessments will have to be written to coincide with state tests.

Three high schools in the school district each offer three applied academics courses—home economics, technology, and business/marketing. The courses are approved by both the state and the school district for graduation and at state universities and colleges for admission. In Benjamin Franklin High School's Communication Arts Magnet and Bioscience and Health Careers Academy programs, students learn writing, math, and science courses in a way that applies the information to their chosen fields. All students—not just vocational-technical students—participate in the program, officials told us. Applied academics courses are almost entirely locally funded.

The tech-prep program in Rochester will be a step towards the different career pathways the school district plans to develop, leading from the eighth grade or earlier through postsecondary degrees. As a step to improve students' academic skills, at the time of our review, Monroe Community College was in the process of developing a way to let the high schools know how many day students have entered the college with deficiencies requiring remedial training. This will help Rochester City Schools improve their programs and help students systematically progress between secondary and postsecondary educational institutions in an orderly manner.

According to a community college official, to help Rochester high school graduates follow the educational paths required by their chosen career paths, Monroe Community College is using a Carl D. Perkins Vocational and Applied Technology Education Act grant to set desired outcomes and sequences of courses now for tech-prep programs. The college will develop the courses once it has determined the desired outcomes. It anticipates the first group of eleventh graders to enroll in one of three tech-prep programs in the fall of 1993 and enter the college in the fall of 1995. Benjamin Franklin High School has finished planning a pilot tech-prep program in financial services and allied health and nursing with the college that will begin in the fall of 1993.

Career Education and Development

According to a Rochester City School District official, the School-to-Work Transition Task Force recently formed a Career and Personal Development Subcommittee to develop a comprehensive career guidance plan for the district as part of the curriculum framework, "Goals, Outcomes, Measures and Standards." During the 1992-93 school year, every eighth-grade student in the district completed a High School Educational Plan, working with counselors to plan their next 4 or more years of education.

As part of a school district goal to help all students succeed, the Thomas Jefferson Middle School—a school with more than 40 percent of its students at risk of dropping out—has several programs to promote career development and reduce the number of drop-outs. For example, a school official told us that, during the 1992-93 school year, half the school's students participated in a career exploration program that helps students understand career planning and encourages them to begin planning careers in a logical way. The district hopes to involve all students next year. Also, speakers from local employers give presentations to students in the school.

Links With Employer Community

Rochester's business community has taken an active leadership role in establishing strong, coordinated ties with the city school district that are now directed towards meeting the district's strategic goals. An official from the National Center told us that the Office of School-to-Work Transition is producing an inventory of all the programs involving employer links, including partnerships between schools and industry, mentoring and job shadowing programs, and scholarship programs in the Rochester City School District. Also, at the time of our review, an official from a local employers' association told us that only large companies see the need for school-to-work transition, so Rochester needs to educate small companies about the long-term benefits of participating in school-to-work transition programs. Highlighted below are a few of the school district's links with employers.

The Rochester Business Education Alliance works with the National Center on Education and the Economy to raise businesses' understanding and awareness of education's growing and changing needs. The Industrial Management Council, an association of about 300 companies, is helping the school board select school-to-work programs. It sponsors a career education program that has courses and 6-week internships for teachers in various companies. It also has a program to interest minority students in science and math, in which the Council estimates that more than 1,000 students have participated.

According to a Kodak official, the Eastman Kodak Company, headquartered in Rochester, has committed its total quality management internal consultants to work with Rochester City School District management. Kodak's 21st Century Learning Challenge—a 10-year commitment to schools in Kodak manufacturing communities nationwide—is integrated with the school district's School-to-Work Transition Initiative. Kodak employees lend their scientific expertise in several areas of kindergarten through twelfth-grade instruction—mainly, math, science, and technology. Currently, Kodak volunteers work with 25 Rochester schools. Kodak also collaborates with other companies and participates in the Business Education Alliance and the School-to-Work Transition Task Force.

Wegman Food Markets, Inc., the largest local supermarket chain, has developed the Work Scholarship Connection Program. It provides "youth advocates" to help eighth-grade students from the Thomas Jefferson Middle School stay in school, graduate, and learn job readiness skills. It coordinates part-time job placement for the students at Wegman and other local employers and provides adult support. Participants who complete high school receive college tuition assistance. In addition, the Xerox Corporation recently began a work-scholarship program for 40 students at Franklin High School that follows the Wegman model design.

Apple Computer's partnership with Thomas Jefferson Middle School teaches workplace competencies, especially in the schools' career exploration program and school-to-work transition projects.

According to a school official, Rochester General Hospital currently has students from the Rochester City School District participating in career education and preparation and in various jobs. The hospital, in conjunction with Benjamin Franklin High School staff, provides job shadowing experiences to ninth graders, case studies in medicine for tenth graders, orientation to the work world for eleventh graders, and work experience for twelfth graders. The hospital has shadowing programs and a mentoring program for about 25 participants.

The Junior Achievement of Rochester program helps kindergarten through sixth-grade students better understand the relationship between what they learn in school and their participation in the economy. Fifty classes are implementing this curriculum in grades 1, 2, and 3. The Junior Achievement's Economics of Staying in School is a career development curriculum in which private industry personnel come into the schools and work with students. Business consultants are teaching classes in the middle schools.

Workplace Exposure

The Rochester initiative includes developing a process to ensure that all students have work experiences. Due to the close links between schools and the employer community, Rochester students have opportunities to participate in workplace experiences such as cooperative education and student internships and more are planned. In addition, the National Center and the school district issued a youth apprenticeship model in January 1993, and, according to a Rochester official, as of May 1993, the district has five students participating in youth apprenticeships in manufacturing at Eastman Kodak. It plans to have 25 students

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participating in health career youth apprenticeships next year. Also, Rochester General Hospital has programs for students in various grades under the Bioscience and Health Career Academy at Benjamin Franklin High School.

Appendix VII

Major Contributors to This Report

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Boston Regional Office	Carol L. Patey, Regional Assignment Manager Joseph G. Evans, Evaluator Diana Gilman, Evaluator

Related GAO Products

Vocational Education: Status in 2-Year Colleges in 1990-91 and Early Signs of Change (GAO/HRD-93-89, Aug. 16, 1993).

Vocational Education: Status in School Year 1990-91 and Early Signs of Change at Secondary Level (GAO/HRD-93-71, Jul. 13, 1993).

Skill Standards: Experience in Certification Systems Shows Industry Involvement to Be Key (GAO/HRD-93-90, May 18, 1993).

Systemwide Education Reform: Federal Leadership Could Facilitate District-Level Efforts (GAO/HRD-93-97, Apr. 30, 1993; GAO/T-HRD-93-20, May 4, 1993).

Correspondence on Multiple Employment and Training Programs (GAO/HRD-92-39R, Jul. 24, 1992).

Apprenticeship Training: Administration, Use, and Equal Opportunity (GAO/HRD-92-43, Mar. 4, 1992).

Transition From School to Work: Linking Education and Worksite Training (GAO/HRD-91-105, Aug. 2, 1991).

Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries (GAO/HRD-90-88, May 11, 1990).

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Chairman **Ford**. They tell me you have already done that. We will notify you when you should come back.

Ms. **Mora**. Thank you. We understand.

[Whereupon, at 12:40 p.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

HENRY FORD COMMUNITY COLLEGE
(313) 271-2750

November 5, 1993

U.S. REPRESENTATIVE
The Honorable Dale E. Kildee
Chair of Sub-Committee in Elementary, Secondary and
Vocational Education
United States Representative
B-346A Rayburn House Office Building
Washington, D.C. 20515

Dear Representative Kildee:

Thank you for the opportunity to provide written testimony on H.R. 2885, School to Work Opportunities Act of 1993. President Andrew A. Mazzara and I are pleased to share our perspectives on H.R. 2885 and to provide information about some of HFCC programs.

Sincerely,

Jo-Ann Terry, Ph.D.
Vice President/
Dean of Career Education

JT/cz
attachments
kildee.ltr

xc: President Mazzara
Representative John Dingell
Representative Bill Ford ✓

5101 Evergreen Dearborn, Michigan 48128-1495

THE SCHOOL TO WORK OPPORTUNITY ACT OF 1993
H.R. 2884

Prepared Remarks
By
Jo-Ann W. Terry, Ph.D.
Vice President/
Dean of Career Education
Henry Ford Community

PRESENTED ON NOVEMBER 5, 1993 TO:

SUB-COMMITTEE IN ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION
REPRESENTATIVE DALE E. KILDEE OF MICHIGAN, CHAIRPERSON

The School to Work Opportunity Act of 1993 is an exciting piece of new legislation which integrates several existing elements into a new system that has the potential to reform both educational programs and the educational system itself. The Act stresses integration of new school-to-work opportunities with existing ones, building on their strengths but extending them beyond their current limitations. Two key concepts emerge repeatedly in this Act: integration and partnerships.

The Act includes several key principles: 1) the active participation of employers and unions is mandatory as new school partners; 2) work-based and school-based learning are integrated through a variety of "connecting activities;" 3) career and academic learning are integrated in meaningful ways; 4) linkage between secondary and postsecondary institutions is required, building on the emerging Tech Prep partnerships recently fostered through the new Perkins legislation; and 5) all curricula must be tied to skill and performance standards based on the integrated input of employer-educator partnerships.

This legislation is designed to create a national educational system -- something that is sorely needed if the United States is to prepare students to become valuable (value-added) and productive workers capable of competing in our global economy. Unfortunately, today many of our urban areas have a youth and minority unemployment rate equivalent to third world countries. With this growing sense of disenfranchisement of our youth, the question of the success of this Act also may become the question of the future success of our democratic and open society.

We all recognize that business performance is largely a product of the employees' knowledge and skills, and of their effectiveness in translating what they know and can do to the workplace. This legislation allows for state initiatives to design a statewide system that meets the local educational needs of citizens of that state. It does not mandate one type of program, but allows for the diversity of approaches and programs necessary to design unique and appropriate state systems. In Michigan, the Models for Michigan plan has developed 11 elements of a comprehensive system beginning with K-12 and extending through 12th grade to adulthood. It defines the private sector role, the school role, the participant outcomes and the credentials appropriate to each element. The 11 elements include such things as career exploration, service learning, career academies/magnet schools, cooperative education, pre-apprenticeship to employment/life long learning. The assignment of specific elements to specific educational sectors is important. It will clarify educational delivery roles and eliminate duplication and overlap of services as well as holes in the total system where educational needs are currently not being addressed.

The Act builds on the successful programs already in place such as Tech Prep, "youth apprenticeships," cooperative education and career academies/magnet schools. All of these programs have business, industry and labor participation. But this proposed legislation makes that partnership stronger and incorporates the employer/educator-identified essential skills and standards for particular employer clusters. The Act mandates work-based learning with paid work experience as a component. But it is open to each state to select *which* work-based programs. For American community college practitioners this act is a breadth of fresh air that recognizes a practical partnership role with our nation's business and their need for a skilled workforce.

One way in which I believe this proposed legislation can be strengthened is to provide incentives for programs that strongly link secondary and postsecondary education, such as Tech Prep. With technology changing as rapidly as it has been, the cost of career/vocational education keeps escalating. Just keeping equipment current with the majority of employers is a challenge, let alone retraining faculty to maintain their skills and keep current their knowledge base. More and more it seems that community colleges are the appropriate providers of career/vocational education. Secondary schools can begin with career awareness and basic job preparation through applied academics. If introductory technical training is desired, secondary schools should partner with community colleges and use college lab facilities in the afternoons when typically fewer classes are run on campus. In specific career areas, basic skills could be delivered. For example in the computing area, keyboarding skills should be taught at the high school level. Perhaps even a course on what computers can do and how they operate. Beyond those introductory courses, applications and systems should be taught at the community college.

By targeting specific roles to each educational delivery institution, redundancy in coursework can be eliminated. And, mastery of the basics can be stressed. Much of the criticism of K-12 education is unfair. Over the years, we have added many more expectations of what schools should provide, but we have not made the school day or year longer, nor have we removed any of the previous missions assigned to schools. Layer upon layer of expectations are drowning K-12 education. The School-to-Work initiatives could go a long way toward setting priorities and eliminating duplication.

Hardly any U.S. citizen will be long term employable in the future without at least two years of college. This view is shared by many, many educators including the Michigan Association of Secondary School Principals (MASSP). The MASSP is advocating the view that K-14 education should be the minimum length of public education. I would like to quote from a recent MASSP position paper entitled, "Rethinking the Curriculum":

> We must get to the point where we consider those students who only receive a high school education to be a drop-out. Once they get into the community college system or four year college, their life-long learning has a better chance to succeed. We need to change the mind-set of a particular segment of our society that thinks it is okay to leave school at 16. However, we allow that. We also have to change the mind-set of a majority of our population that graduation from high school is the end of the student's education. We also have to change the mind-set of many of our population that all our students should go to a four year college.

Whether students move directly from high school to college or whether they try to work before realizing that further education is needed to move beyond entry level positions, stronger linkages between K-12 and community colleges can only improve career/vocational education overall. Educators and their business partners need to communicate to students, starting at a very early age, that more than just a high school diploma is needed to move into today's world of work. By having business and labor leaders deliver this message, faculty will not seem to be self-serving and perhaps the students could hear and believe this prognosis. Every student has aspirations for some bright future. And more and more, those futures relate to more than making just enough money to get by. By building in paid work experiences, students would be able to "try on" different careers to see if they are what they want. And by stressing the mastery of the basic skills at the high school level, not only will students have career *options* from which to choose later in their teenage years, but community colleges would have less remedial work to do with recent graduates.

Across this nation higher education is providing more and more remedial education -- even to *recent* high school graduates. Almost three-quarters of all new community college students, regardless of age, need one or more remedial classes. These classes must be taken first in order to ensure that students can do college-level work when they move on to regular college courses. This need for remediation postpones students' entry into the courses for which they came to college in the first place. It may also further discourage students whose self-image was that they weren't "good students" to begin with and that perhaps they don't belong in college.

I would like to take a few moments to mention a few of the similarities between the goals and implementation strategies of this act and the vast experience of our nation's community colleges.

For many years community colleges have worked with business and industry, labor, and their communities to define meaningful work related education. Over the past two decades American business and industry has been in the process of technological evolution. They have been reorganizing their internal work relationships and management strategies, as well as external inter-firm relationships. All of these changes affect the depth and scope of workbased education. Community colleges, likewise, have grown as a result of these changes in business and industry. As providers of education and training--academic, vocational and managerial--community colleges have responded to business' needs and the skill needs of their workers.

Community colleges are regional educational providers which have historically articulated and implemented apprenticeship based education through local partnerships with area businesses, unions and trade associations, community organizations, and local government. Community colleges' regional scope and past experience is strongly tied to the regional nature of labor markets and the specific labor sectors within them. Within our regions, we are constantly in the process of shaping and reshaping educational programs such as degree and certificate programs as well as the customized delivery of training. While the National Skill Board creates and establishes the basic work standards, community colleges can be important partners in establishing measures based on regional labor market criteria.

Community colleges have long histories of working with business and labor through career program advisory committees which work with faculty on curriculum, equipment purchases, and program outcomes. Advisory committee input is seen as critical in keeping career programs current.

Henry Ford Community College (HFCC), which currently enrolls 14,644 students, is the fourth largest of the 29 community colleges in Michigan and the 10th largest Michigan college or university. It is one of only two community colleges in Michigan that is part of a K-14 district. Located in Dearborn, the World headquarters of the Ford Motor Company, the College has a fifth-four year history of serving the community through credit offerings which include 45 associate degree programs, 22 certificate programs, and 51 industrial apprentice programs.

At Henry Ford Community College, we are partners with Ford Motor Company in an automotive technology training program called ASSET. The college recruits potential students whom the Ford dealerships interview and select as co-op students. These students alternate between full-time in automotive classes and full-time paid experience in dealerships. Graduates always can retain their placements in full-time technician jobs or they can move to another dealership or even to opportunities within Ford Motor Company. In another joint endeavor to upgrade the skilled trades at Rouge Steel Company, Henry Ford Community College was involved in a three-year curriculum development and retraining effort where customized classes were taught at the company site from 4:00 A.M. to midnight, five days per week. Our nursing and other allied health programs work closely with hospitals to provide the required clinical experience as an essential part of career preparation. Our Architectural Construction Technology, Hospitality Studies and the Business Office Systems programs all require extensive co-op workbased classes as a part of their degree programs.

Community colleges are experienced in defining skills and skill levels within industry clusters as well as in developing general workplace competencies. These activities are not done in a vacuum but with employer and employee involvement. One recent example from Henry Ford Community College involves the revision and updating of our Trade and Apprentice Education curriculum.

Since its inception in 1953, HFCC's Trade and Apprentice Education Division has maintained one of the largest enrollments in related instruction for industrial manufacturing and plant maintenance skilled trade apprenticeship in Michigan. The Division, which has trained more than 8,000 apprentices at Ford Motor Company alone, has created the curriculum used as a national standard for all Ford apprenticeship programs in the United States. Since 1965, the Division has also been the primary provider of related instruction for all of the Chrysler plants in the metropolitan area. In addition to Ford, Chrysler, and General Motors, the Division provides related instruction for apprentices at more than 120 companies, serving industries as diverse as AutoAlliance International, Inc., BASF-Wyandotte, Detroit Diesel Company, Detroit Edison, Edgewood Tool and Manufacturing Company, Ingersol Rand Company, L & W Engineering Company, Milford Fabricating Company, Michigan Waste Energy, McLouth Steel, North Star Steel, Rouge Steel Company, National Steel Corporation, and Progressive Tool.

The Division not only provides apprenticeship training but also serves as a gateway to an associate degree for the increasing number of apprentices who decide to obtain an associate degree in either Manufacturing Trades, Plant Maintenance or in Building Construction. With a current enrollment of 1347 students, the Division is just completing a major revision of its curriculum, a revision that has received national recognition with articles being published by the Christian Science Monitor, Craine's Detroit Business, and On Campus, a publication of the American Federation of Teachers.

Innovation such as this curriculum revision will keep community colleges in the forefront in the education of the current workforce. In addition, as long as such training remains in the public sector, many apprentices, who did not select an academic track in high school, will still have easy access to continuing their education and obtaining a degree. Recognizing the value of an associates degree, some companies such as Chrysler intend to require completion of an associates degree as part of the apprenticeship program. Certainly pre-apprenticeship or "youth apprenticeship" programs could assist in incorporating the academic and vocational coursework upfront. Then journey persons would not need to return to college to complete academic courses in order to secure a degree.

The Trade and Apprentice Division consulted with industry and reviewed existing studies of vocational training offered by community colleges prior to initiating their extensive curriculum revision project. Two elements consistently surfaced in prior workplace studies: preference for community college vocational training and a need for additional employee training in computer literacy. In 1983, the Northwest Regional Educational Laboratory mailed a survey to a random sample of approximately 1,500 employers who employed the largest number of vocational education completers in Oregon. Employers were most satisfied with new employees who had vocational training from community colleges' apprenticeship programs and less satisfied with employees who had training from high schools and private vocational schools. Employers felt vocational students needed additional training in computer literacy; also emphasized was the importance of developing cognitive abilities and problem solving skills in the workforce. The need for industrial computer training has increased exponentially since 1983. According to Black Enterprise, a major 1993 survey of 1,481 executives indicated that "three out of four executives agree that computer skills have a major impact on their companies overall operations" (45) but more than half of the companies surveyed do not offer any computer training for their employees. The skilled trades are increasingly being called upon to provide expertise in a changing technological environment characterized by more computerization, automated controls, analytical tools, and inventory control. Coupled with increased demand is decreased time for learning new skills. The apprentice used to be afforded the luxury of being a student for four years, but now with the streamlining of industry, the apprentice is expected to be a productive worker within the first year--so technological education must be similarly accelerated.

In 1990, HFCC initiated a curriculum-revision process that not only resulted in the discarding of the entire old curriculum but led to a rejuvenation of the faculty and instruction. According to On Campus, "What the Henry Ford faculty has done that is unique is to enlist the equal partnership and cooperation of the joint apprenticeship committee structure in refashioning the curriculum--usually the sole domain of the faculty" (McKenna). Using focus groups and a steering committee composed of representatives of the skilled trades, unions, and managements (see Appendix), the faculty relies on companies and unions to determine instructional materials and to infuse teaching methodology with real-world insight. This approach is truly innovative. As McKenna concludes: "In the bigger picture of national competitiveness, it provides a model for the role that community and vocational-technical colleges can play in working with labor and business to prepare workers for high-performance workplaces."

In summary, community colleges are the natural link between primary education and the workplace. If we go back to the five key principles embodied in the School to Work Opportunities Act of 1993, we can see that America's community colleges: 1) have active partnerships with employers and unions, 2) integrate work-based and school-based learning through many programs such as co-op education, clinical training and apprenticeships, 3) integrate academic and career learning in all its certificate and associate degree programs, 4) have established strong links with secondary school partners through such programs as Tech Prep, and 5) use employer and union advisory committees to ensure that appropriate skill and performance standards are integrated into career education programs. We support this new initiative and see many ways in which we can contribute our expertise and resources to improve the educational opportunities of all students.

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Michigan Association of Secondary School Principals

Serving High School & Middle Level Administrators
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THE MAJOR PURPOSES OF "RETHINKING CURRICULUM, K-16" FORUM IN NOVEMBER

1. WHAT DO STUDENTS NEED TO BE ABLE TO DO TO BE ACCEPTED INTO COLLEGE AND HAVE A CHANCE TO SUCCEED?

The Presidents Council has issued a document, "Designing Your Future", which outlines particular courses students are to have taken in high school in order to be enrolled in Michigan's four year colleges and universities. The reason for this was because so many students were seeking admission without adequate preparation.

The controversy that followed was not because K-12 educators disagreed that more students needed more preparation, but that merely taking courses did not guarantee success. Admittedly if a student takes geometry, that student may not master geometry, but if the student does not take any geometry at all, it is certain he/she will not know geometry. The concern is, that many schools are restructuring into integrated classes, or courses connected by themes where the individual course title no longer exists. The Presidents Council has stated that schools having these kinds of courses will be looked at differently, and in these cases, students may not have to take the particular title course.

That does not allay the fears of parents, however, that read Designing Your Future, but do not see these courses being offered in their school. Principals are very concerned that the 1995 admissions standards, as now written, will hold back any restructuring.

The universities now give a math test at the tenth grade level as a benchmark to let students know how they stand in preparation for college. Why can't the universities also make available to the high schools, sample tests in English, math, and science that are the equivalent of an entrance exam? Teachers at the high school level, teaching college bound students, would know exactly what colleges expect students to be able to do upon entering college, recognizing the varying degrees of difficulty among colleges.

2. WHAT DO WE DO WITH THE STUDENTS WHO ARE NOT GOING ON TO COLLEGE, OR WITH THAT GROUP THAT STARTS COLLEGE AND NEVER FINISHES?

Almost all of the recent research refers to "The Forgotten Half" as the biggest plight of the public schools. Most schools now have a college bound curriculum with at least half, and usually more, of the students taking these courses. It is assumed that these students are being prepared for four years of training beyond high school. The problem is, that only about half of them will graduate from college. What are they trained to do? What skills do they have that will make someone want to hire them?

The "Forgotten Half" float in a general track of courses selected on the basis of what fits in the schedule or what their friends are taking. Some will have a sample of vocational classes, but in most cases, upon graduation, they have nothing to offer to potential employers.

It would seem that we, at least, should be either educating students to continue with a four year education beyond high school, or educating them for a skill based, technical training, which may include two years beyond high school. Proper counseling would probably bring about less students going on to four year institutions, thus having less fail, with more finding success in the technical training. The standards for the four year institutions could be higher with less remediation.

3. HOW SHOULD VOCATIONAL EDUCATION BE DELIVERED IN K-12, AND WHAT RELATIONSHIP TO COLLEGE ADMISSIONS SHOULD IT HAVE?

Vocational education has suffered an image of education for those who can't do anything else. It is where we "stick" students when they can't handle some of the academics. If vocational education were taught like Willard Daggett and others propose, the standards would be just as stringent as those for the college bound. It is just a different learning style aimed at technical education skills rather than a four year college education. It could well be that some college bound students should be required to take some courses in the "vocational track", as part of their preparation for their careers. If that is true, then those courses should be considered when students are being admitted to college.

4. WHEN WILL WE BE ABLE TO CONSIDER EDUCATION AT A MINIMUM TO BE K-14?

We must get to the point where we consider those students who only receive a high school education to be a drop-out. Once they get into the community college system or four year college, their life-long learning has a better chance to succeed. We need to change the mind-set of a particular segment of our society that thinks it is okay to leave school at 16. However, we allow that. We also have to change the mind-set of a majority of our population that graduation from high school is the end of the student's education. We also have to change the mind-set of many of our population that all our students should go on to a four year college.

This paper is written as a "trigger" for discussion on April 14, to help determine the focus of our attention for the forum and what it is we hope to accomplish. It is my personal ramblings and not a position of the MASSP.

Jack D. Bittle

CURRICULUM DEVELOPMENT PROCESS

Skills Listings Developed by Focus Groups

Topic Areas/Objectives Developed by Faculty

General Content Identified by Focus Groups

Specific Content and Design Developed by Pilot Groups

Course Outline(s) and Weekly Objectives Developed by Writer

Course Outlines/Objectives Reviewed by Focus Groups

Course Outlines/Objectives Approved by College Councils

Course Submitted to JAC's/Education Committees

Course Instructor Guides/Syllabus Developed by Writer

Course Run on Trial Basis

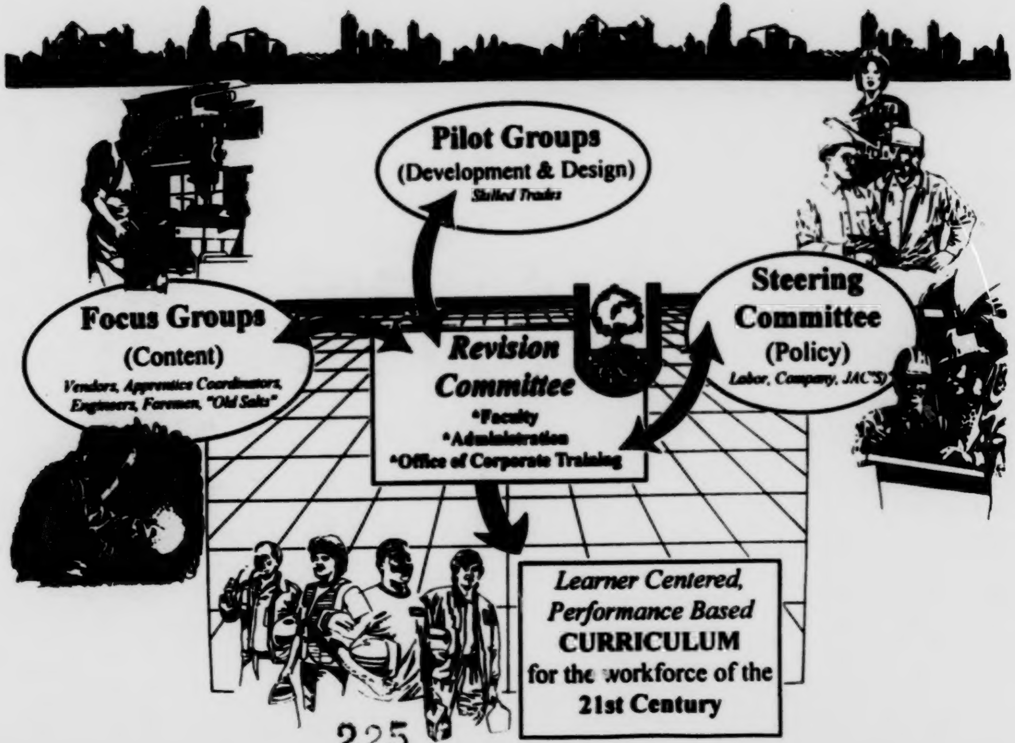
Course Reviewed and Refined
1. Evaluation of content/methodology by instructor
2. Evaluation of content/methodology by students
3. Evaluation by focus groups

Course Run on Trial Basis

Course Reviewed and Refined

Course Run on Trial Basis

Course Reviewed and Refined


Pilot Groups
(Development & Design)
Skilled Trades
Focus Groups
(Content)
Vendors, Apprentice Coordinators,
Engineers, Foremen, "Old Salts"
Revision
Committee
*Faculty
*Administration
*Office of Corporate Training
Steering
Committee
(Policy)
Labor, Company, JAC'S)
Learner Centered,
Performance Based
CURRICULUM
for the workforce of the
21st Century

PILOT OBJECTIVES

The pilot groups will provide expertise as to the relevancy of material.

The pilot groups will design and develop hands-on activities to be used in instruction.

The pilot groups will test and evaluate as many hands-on activities as possible.

The pilot groups will design and develop competencies for instructional material.

The pilot groups will recommend equipment needed to accomplish the competencies and hands-on activities.

The pilot groups will recruit additional participants for the current and/or future pilot groups.

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UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF VOCATIONAL AND ADULT EDUCATION
THE ASSISTANT SECRETARY

OCT 25 1993

Dr. Donald M. Clark
President/Chief Executive Officer
National Association for Industry-Education
  Cooperation
234 Hendricks Boulevard
Buffalo, New York 14226-3304

Dear Dr. Clark:

Thank you for your letter of October 5, 1993 to Secretary Riley regarding the School-to-Work Opportunities Act of 1993. Secretary Riley has asked that I respond to your letter, and I am pleased to do so.

It is my understanding that earlier this year you also wrote Deputy Secretary Kunin to offer support for reform of education and training programs. It is encouraging to know of your continued support for these programs. I am especially pleased to know that the National Association for Industry-Education Cooperation endorses the Administration's school-to-work bill. Secretary Riley and I both share your view that work force preparation is an essential part of educational improvement particularly for those individuals who do not plan to continue their education immediately after completion of high school.

As you may know hearings on the legislation have already begun. Two hearings were held in the House and two in the Senate earlier this month. While I do not know at this time if additional hearings will be scheduled, I have, as you requested, confirmed your supportive statement of the School-to-Work Opportunities Act to the appropriate House and Senate committees. I also forwarded a copy of your correspondence to the chairs and ranking Republican members of the House and Senate Committees of jurisdiction for their consideration.

You may also want to contact the Committees directly to request that a more detailed summary of your endorsement be entered into the hearing record. Please contact:

Honorable William D. Ford, Chairman
Honorable William F. Goodling, Ranking Member
U.S. House of Representatives
House Committee on Education and Labor
2181 Rayburn House Office Building
Washington, D.C. 20515

Page 2 - Dr. Donald M. Clark

Honorable Edward M. Kennedy, Chairman
Honorable Nancy Landon Kassebaum, Ranking Member
United States Senate
Senate Committee on Labor and Human Resources
428 Dirksen Senate Office Building
Washington, D.C. 20510

Again, Secretary Riley and I thank you for sharing with us your support for the School-to-Work legislation.

Sincerely,

Augusta Kappner

Augusta Souza Kappner

cc: Honorable William D. Ford
Honorable William F. Goodling
Honorable Edward M. Kennedy
Honorable Nancy Landon Kassebaum

NAIEC National Association for Industry-Education Cooperation
The National Clearinghouse for Information on Business/Industry Involvement in Education

October 5, 1993

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The Honorable Richard W. Riley
Secretary
U.S. Department of Education
400 Maryland Avenue, S.W.
Suite 4161
Washington, DC 20202-0124

Dear Secretary Riley:

The National Association for Industry-Education Cooperation (NAIEC) strongly supports the School-to-Work Opportunities Act of 1993.

NAIEC joins its board members' organizations that have endorsed this legislation — NAM, U.S. Chamber of Commerce, AFL-CIO, AACC and the Council of Chief State School Officers.

For the past 30 years, NAIEC has been the nation's principal advocate for furthering business/industry-education collaboration in facilitating the school-to-work process. We view workforce preparation as central to educational improvement.

NAIEC welcomes the opportunity to participate in the hearings on the Administration's school-to-work plan given the three decades of our national program in research, demonstration, technical assistance and training in work/education related projects.

I would appreciate your confirming our supportive statement of The School-to-Work Opportunities Act of 1993 and prospects for an invitation to present our views at the hearings currently underway.

Best personal regards.

For the Board of Directors.

Donald M. Clark

Dr. Donald M. Clark, President
Chief Executive Officer

DMC:bc

P.S. NAIEC Vice Chairman Dr. Kenneth Hoyt previously directed the U.S. Department of Education's school-to-work program in the Office of Career Education.

NATIONAL HEADQUARTERS: 235 HENDRICKS BLVD., BUFFALO, NEW YORK 14226-3304 (716) 834-7047
FAX (716) 834-7047

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Memorandum

STATE OF NEW YORK
WASHINGTON OFFICE

September 29, 1993

TO: Omer E. Waddles, Staff Director, House Subcommittee on Postsecondary Education and Training

FR: Steven J. Hoffman, Deputy Director, New York State Office of Federal Affairs SJH

RE: HEARINGS ON SCHOOL-TO-WORK TRANSITION

I understand that in addition to today's hearing with the Secretaries of Labor and Education as witness, the Education and Labor panel is likely to hold additional hearings for public witnesses.

New York State Lieutenant Governor (and former Member of Congress) Stan Lundine is extremely interested in testifying at these upcoming hearings.

He has played a key role in New York's school-to-work initiatives, guiding the work of Governor Cuomo's Career Pathways Task Force and working with the New York Board of Regents and State Education Department to develop an exciting new Workforce Preparation Program. The report of the Career Pathways Task Force is enclosed, as is a recent press release announcing the launching of a 12-school Workforce Preparation pilot program.

Because of New York's pioneering role in school-to-work initiatives, the state perspective provided by Lt. Gov. Lundine would, we believe, be very informative to the Committee as it considers federal legislation.

Feel free to use me as a contact person regarding this matter. I can be reached at (202) 434-7100 (fax -7110).

Encl.

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FOR RELEASE:
IMMEDIATE, THURSDAY,
August 26, 1993

Governor Mario M. Cuomo and State Education Commissioner Thomas Sobol today announced the selection of 12 schools throughout the State as pilot sites for education reforms aimed at better preparing New York's young people for meaningful careers.

Beginning in September, the schools will demonstrate recommendations for improving the school-to-work transition. These include: developing a kindergarten-through-12th-grade curriculum that incorporates workforce preparation, academic skills training and career development; setting higher level or "world class" standards; creating a greater number of non-traditional learning environments to address the needs of a broader range of students; providing performance-based assessments of academic and work skills, with a process for informing parents, employers and post-secondary institutions; and creating school-sponsored work experiences for students.

Schools selected for the Workforce Preparation Program are:

- Lafayette Central School, Onondaga County;
- East Syracuse-Minoa Schools, Onondaga County;
- Rochester City School District, Monroe County;
- Monroe I Board of Cooperative Educational Services (BOCES);
- Community School District 9, Bronx;
- Community School District 18, Brooklyn;
- Community School District 6, Manhattan;
- City-As-School High School, Manhattan;
- Suffolk II BOCES Consortium;
- Corning-Painted Post Area School District, Steuben County;
- Newburgh City Schools, Orange County; and
- Hamilton-Fulton-Montgomery BOCES.

Grants for the pilot sites will range from $25,000 to about $100,000. The amounts are still being negotiated. The grants will run from September through the summer of 1994.

"Years ago, our education system was well suited for the low-skill, mass-production economy of the industrial age," Governor Cuomo said. "But in today's highly competitive, global marketplace, we not only have to change the way we do business;

- more -

we have to change the way we teach our kids to meet the economic challenges facing this State and nation."

"The Workforce Preparation Program will demonstrate many of the strategies recommended by my Career Pathways Task Force to help students see the connection between success in the classroom and the workforce -- and give them the skills they need to pursue meaningful careers," the Governor continued. "These reforms will help keep us competitive with the best in the world and carry New York's education system into the 21st century."

Commissioner Sobol said, "I am delighted by the large and enthusiastic response from schools, BOCES and local businesses which sought to become pilot sites for the Workforce Preparation Program. These examples of local collaboration are in keeping with the spirit of A New Compact for Learning."

In addition to the 12 pilot sites, Commissioner Sobol awarded five planning grants to other schools that applied for the Workforce Preparation Program. The planning grants will help these schools, which are listed below, further develop their proposals for possible funding as pilot sites next year:

- Two New Visions Schools in New York City -- the School of Economics and Finance, Manhattan, and Renaissance School, Queens;
- Albany-Schenectady-Schoharie BOCES Consortium;
- Jefferson-Lewis BOCES Consortium;
- Binghamton City School District; and
- Buffalo City School District.

Commissioner Sobol selected the pilot projects from a field of 127 school districts and Boards of Cooperative Education Services that applied for the program. An advisory committee narrowed the list to 44 in July and presented Commissioner Sobol with final recommendations. The 19-member committee included representatives from the Governor's and Lieutenant Governor's offices, labor, business, school superintendents and administrators, school boards, parents, teachers, State agencies, and others.

The State Board of Regents directed the State Education Department in March to establish the pilot projects this fall. At the Governor's request, the State Legislature in April included $750,000 for workforce preparation initiatives in the 1993-94 State Budget. Commissioner Sobol made available an additional $200,000 because of the high interest in the program.

Lt. Governor Stan Lundine guided the work of the Governor's Career Pathways Task Force and worked with the Board of Regents and the State Education Department to develop the Workforce

- more -

Preparation Program. The Career Pathways Task Force, a coalition of more than 30 of the State's top labor, business, education and government leaders, found that New York State lacked a coherent system for helping young people make the transition from school to work. In a report issued last year, the task force also reported that only 30 percent of high school students go on to earn college degrees, and the other 70 percent too often are left floundering in dead-end, low-paying jobs -- or the unemployment line.

"I'm confident that the experiences we gain through the pilot projects can be applied statewide, easing the school-to-work transition for _all_ youngsters, regardless of whether they plan on going to college," Lt. Governor Lundine said. "The launching of these pilot projects will put New York at the forefront of the education reform movement sweeping this country. Many of the reforms being proposed by U.S. Secretary of Labor Robert Reich and U.S. Secretary of Education Richard Reilly echo those we're implementing here."

As requested by the Regents, the pilot sites will demonstrate programs at the elementary, middle and secondary levels; in urban, suburban and rural settings; and serve students in economically distressed areas of the State. The 13 pilot projects will serve 45,639 students. Of that total, 58 percent are economically disadvantaged, 9 percent are individuals with disabilities, and 9 percent speak languages other than English.

To obtain summaries of the 13 pilot projects, please contact Robert Pocsik, State Education Department, at 518-474-4809.

#

Education That Works:

Creating Career Pathways for New York State Youth

MARIO M. CUOMO, GOVERNOR

SEPTEMBER 1992

"Youth who wish to be employed before the age of 18 should have earned a Career Pathways Certificate (CPC) or be enrolled in a program leading to a CPC." (page 38)

"We must make a commitment to equity as we work to achieve excellence." (page 17)

"When it comes to the fundamentals -- reading, writing, mathematics, science and other academics -- New York State needs world-class standards for student progress measured by a strong system of performance-based assessments." (page 19)

"All students must pursue a more rigorous program of academic fundamentals." (page 21)

"For all to reach higher standards, we must change the way we educate young people." (page 33)

"We cannot expect young people to meet higher standards until schools and employers first provide the education, training and resources they need to be prepared. A phase-in period will be needed to give students the time necessary to reach higher standards. The phase-in must be accompanied by extra help and support for those who need it." (page 36)

"Too many youth, particularly in our cities, are being short-changed by a system that fails to guarantee adequate funding for public education in all communities in New York State." (page 44)

"A new system of schooling must be underway by the time next fall's sixth-graders -- the high school Class of 1999 -- are ready to begin high school." (page 46)

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EDUCATION THAT WORKS:
CREATING CAREER PATHWAYS
FOR NEW YORK STATE YOUTH

TASK FORCE REPORT

REGENT WALTER COOPER, CO-CHAIR
THOMAS Y. HOBART, JR., CO-CHAIR

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I. The Purpose of the Task Force

In 1991, New York Governor Mario M. Cuomo established the Task Force on Creating Career Pathways for New York State Youth. He asked Lt. Governor Stan Lundine, Vice Chair of the State Job Training Partnership Council, to oversee and guide the work of the Task Force as it endeavored to build on the framework of the Regents' New Compact for Learning and the workforce development mission of the Job Training Partnership Council. Over the last year, the Task Force has sought to answer significant questions:

The need to better prepare youth takes on added urgency as New York State confronts the enormous demands of an intensely competitive global economy.

- What will employers need in the workforce of the future?
- What kind of preparation should young people receive to be well-fitted for work?
- What can we learn from the highly successful traditional registered apprenticeship system found primarily in the building and construction trades?
- Can we strengthen and broaden career pathways to ensure that all young people have access to a productive future?

The need to better prepare youth takes on added urgency as New York State confronts the enormous demands of an intensely competitive global economy — one that will represent increasing challenges into the 21st Century. Governor Cuomo, in his 1990 State of the State address, initiated "Global New York" as an economic development effort to position New York State as a leader in a new world economic order. The Task Force's charge — to address the workforce preparation of our youth — is central to that effort.

The Task Force is chaired by Walter Cooper, member of the New York State Board of Regents and Chair of its Committee on Elementary, Middle and Secondary Education, and Thomas Y. Hobart Jr., Vice Chair of the New York State Job Training Partnership Council, President of the New York State United Teachers, and Vice President of the New York State AFL-CIO. Task Force membership includes employers from a range of businesses, leaders of the AFL-CIO and representatives from education (BOCES, urban, rural and suburban districts and higher education), the Legislature, the Executive Branch and training agencies.

The Task Force reviewed a wide range of scholarly and critical material on the shortcomings in current approaches to preparing students for the world of work. Key studies included ***America's Choice: high skills or low wages!*** (National Center on Education and the Economy), ***The Forgotten Half*** (W.T. Grant Foundation), ***Training America, Strategies for the Nation*** (The American Society for Training and Development) and the two SCANS reports: ***What Work Requires of Schools*** and ***Learning a Living***. There were many others. In addition, we heard presentations from researchers, employers, representatives of state agencies and others with areas of expertise, and met in committees to concentrate on specific topics.

We recognize that work readiness is just one of several important aims of education; others include preparing young people to lead full and creative lives, participate in a democracy, appreciate the arts and respect cultural diversity.

The Task Force believes that in order to maintain global competitiveness, we have to create a world-class competitive workforce. There are examples of industries in New York State that have maintained their competitive edge, even in light of significant challenges from international rivals, because of their effective use of well-trained workers. Examples include the Portable Lamp and Shade Industry in New York City; Levitown and Eagle, both of Long Island, which manufacture faceplates and electrical fixtures; and the garment industry of 7th Avenue.

In developing policy recommendations for New York State, the Task Force sought to draw on leading school-to-work initiatives underway at the local and national levels (see Appendix A). The Commission on the Skills of the American Workforce first outlined in ***America's Choice*** a plan for new educational performance standards at the national level. Efforts to identify standards for work readiness are underway at the Educational Testing Service, the Armed Services and the United States Department of Labor Advisory Commission on Work Based Learning. The National Center on Education and the Economy, based in Rochester, is engaged in an effort to quantify work readiness through its New Standards Project. The United States Department of Labor Secretary's Commission on Achieving Necessary Skills (SCANS) has done significant work in this area and we draw on it throughout our plan (see Appendix C).

We recognize that work readiness is just one of several important aims of education; others include preparing young people to lead full and creative lives, participate in a democracy, appreciate the arts and respect cultural diversity. The Task Force believes that the changes we seek will help further all the goals of public education.

That includes producing responsible citizens as well as capable workers and ensuring young people have the greatest possible range of choices in preparing for their life's work.

The document that follows contains a rationale and recommendations for a new approach to education in New York State. The recommendations are not intended to be considered piecemeal but as integral and interlocking components of a comprehensive plan. We have worked to ensure that our proposal is in harmony with the significant goals expressed by the Board of Regents and the State Education Department in the New Compact for Learning. Our recommendations delineate that portion of the Compact's Five-Year Strategic Plan which calls for "preparation for work and college, and fostering better transition for students between school and work, and school and college." The Task Force proposes bold and innovative directions for advancing the Compact's goals — including new, more flexible career pathways for our youth.

We call upon policymakers to adopt a timetable for action that will ensure a system of new career pathways is in place by 1995.

This report was forged after months of study, debate and consideration. The Task Force was not charged with implementing its recommendations; that work will fall to the Regents, the Executive Branch (including agencies not typically involved in education, such as Economic Development and Corrections) and the Legislature. Employers must be integral participants in this new system of education and must share in the effort of implementation. Coordination at all levels will be critically important.

The New Compact for Learning, when addressing coordination of school reform, applies the wisdom of the African proverb, "It takes the whole village to raise a child." The Task Force emphatically agrees that it is necessary to involve the whole community, in particular parents, to ensure all children receive the education they need. Because the Task Force's charge was to examine issues related to work readiness, we have perforce concentrated on the need for partnerships between employers, labor and the schools; however, we wholeheartedly endorse the Compact's broader goal of involving all the community in the education of our children.

We believe that enough time has been spent detailing society's shortfalls in its commitment to world-class education. We need to get on with the job of turning commitment into action with a propelling sense of urgency. As we present ***Education That Works: Creating Career Pathways for New York State Youth*** to policymakers, we also call upon them to adopt a time table for action — one that will ensure a system of new pathways is in place by 1995 and fully operational for the Class of 1999 and succeeding generations of New York youth.

II. Executive Summary*

* *(See Appendix D for summary of recommendations)*

The future shape and vitality of New York State's economy, the ninth largest in the world, will be determined in large part by the quality of workers available to New York industries. Without a work force that is globally competitive, production and service businesses with high value jobs will flee from New York, relegating our state to a third-rate economic power. The loss of jobs would dim the prospects, and the standard of living, of subsequent generations of New Yorkers.

To ensure our young people will be ready to succeed in a global economy and also to achieve the personal goals that require a world-class education, we are calling for significant changes in what youth learn, how they are taught and what results are expected. The Task Force proposes new directions for public education and workplace training — including flexible career pathways for today's youth. The term "career pathways" refers to an integrated system of education, training and work experience. Just as our expectations for the next generation of workers have increased in light of the ever-evolving global standards of competition, so too must education evolve to help students meet the demands of today and tomorrow.

Youth must be prepared for high-performance workplaces — where workers are invested with responsibility and expected to possess a range of high-level skills and abilities. To provide the skilled workforce that will be needed in high performance workplaces in every sector — public, private and not-for-profit — we must change the way we do business in our schools and on the job.

GUIDING PRINCIPLES

New York State must establish and maintain globally competitive standards for what youth must know and be able to do as they enter the workplace or continue their post-secondary education. All students need a more rigorous foundation in academics; in addition, New York State must establish globally competitive standards for workplace skills.

The state must make a commitment to equity even as we work to achieve excellence in education. If higher standards are instituted with no changes in the structure of our schools and how they function, we are likely to see a worsening of an already shameful dropout rate. We must commit to setting our sights high and providing the support *every* child needs to succeed. Our vision must be backed by the resources required to ensure all youth are prepared for a full and productive life.

NEW DIRECTIONS IN PUBLIC EDUCATION

We envision changes in the entire continuum of public education.

Schools must be restructured to create learning environments that foster development of the thinking and problem-solving skills young people need. All students should be challenged intellectually and required to apply what they know to real world problems. At the high school level, the general track option leading to a local high school diploma should be eliminated. An integrated and flexible system of education, training and work experience — a system of career pathways — must be instituted to prepare youth for work and lifelong learning.

THE CAREER PATHWAYS CERTIFICATE

At the secondary school level, students initially should work toward earning a Career Pathways Certificate (CPC) that would certify their mastery of rigorous academic fundamentals and entry-level workplace skills at a world class level. Just as scouts work toward a merit badge in stages, so too would individuals work toward a CPC, which would be a stepping-stone to continued education. The length of time it would take to earn a CPC would vary based on a student's rate of progress; typically many young people would likely earn a CPC at or about 16, but some would receive it earlier and others would take longer. The standards for earning a CPC should be the same for all. Those who need special help in progressing toward a CPC, including youth with disabilities, those who are not fluent in English, or youth with family care responsibilities, should receive appropriate assistance.

The state Curriculum and Assessment Council should be charged with recommending to the Board of Regents standards for earning a Career Pathways Certificate.

25~

THE HIGH SCHOOL DIPLOMA

A high school diploma should be the benchmark following a Career Pathways Certificate. However, for the diploma to be meaningful, there should be some significant differences between the current high school local diploma and the diploma earned by students after the implementation of recommendations in this report. The high school diploma should be awarded for demonstrated mastery beyond the CPC of advanced academics and employability skills at levels that would greatly exceed the standards in the current system. In addition, all students should be required to complete a school-supervised work experience along with mastering other competencies related to Regents goals such as citizenship, health, foreign language, physical fitness, etc. To make work experiences a reality, employers in the private, public and not-for-profit sectors will need to work in partnership with the public schools.

As youth progress toward a high school diploma, they should be able to choose from a variety of educational pathways leading to advanced mastery in a range of fields. All pathways following the completion of a Career Pathways Certificate should include a mix of academic courses, technical or professional skills and the school-structured work experience. Young people would have maximum flexibility in combining these elements in varying proportions to reach individual goals. The concept of an academic track or a vocational track should be abandoned since ***all*** youth would incorporate a variety of elements into their courses of study.

PROFESSIONAL AND TECHNICAL CERTIFICATES

In addition to a CPC, which will be required of all students, and a high school diploma, young people should have the option of earning non-baccalaureate Professional and Technical Certificates (PTC) established by New York State and based on industry-defined standards. Employers and labor should play a significant role in setting the standards for these certificates, which should incorporate and build on the standards for a high school diploma. This system of credentialing should certify student performance at globally competitive levels in specific fields. In developing pathways leading to PTCs, the state should consider models such as youth entrepreneurship programs, youth apprenticeship programs and tech-prep programs that span the last two years of high school and the first two years of community college.

MAKING THE CPC MEANINGFUL

Youth who wish to be employed before the age of 18 should have earned a CPC or be enrolled in a program leading to a CPC. We do not want to prohibit young people from working; we recognize that many young people must choose to work for their own or their family's economic survival. Instead, we want to ensure that even while youth are working, they retain a ***connection to education*** that at the very least will ensure they have the skills and knowledge to prevent a beginning job from becoming a dead-end. The challenge comes in balancing an immediate need to work with the more long-term imperative of being well-educated and prepared to participate in a global economy.

The Task Force was concerned that establishing the CPC (or schooling leading to a CPC) as a precondition for employment could have the unintended effect of propelling some drop-outs into underground employment. Clearly this would be a disaster. At the same time, the CPC must be a meaningful credential that stands for academic achievement and work readiness.

Therefore, while the Task Force recommends linking the CPC (or enrollment in a program leading to a CPC) with the right to work before age 18, this linkage must not be made until certain conditions are met: an adequate phase-in period; a system of flexible ways for students to continue working toward a CPC even with full-time employment; a coordination of social services young people may need; and support from employers in helping workers achieve a CPC. We must offer a strong network of alternative learning environments for school dropouts even as we work toward the important long-term goal of bringing the dropout rate to zero.

EMPLOYER/ORGANIZED LABOR INVOLVEMENT

Throughout the educational process, business and organized labor must be fully involved in preparing the next generation of workers: helping to advise the Regents on standards for work readiness; participating in setting industry-defined standards for Professional and Technical Certificates (PTCs); working with schools to structure work readiness requirements for attaining a CPC; helping employees continue their education; and working in partnership with the schools to design and conduct work experiences for secondary students. Business' and organized labor's investment in the next generation of workers will yield dividends in the future.

GOVERNANCE

The state Curriculum and Assessment Council should be made permanent and should serve as a standards board to advise the Regents on the standards for a Career Pathways Certificate; the Council's membership should be amended to include significant representation from employers and organized labor who can provide perspective on the skills needed for the workplace. In addition, the state should establish a New York State Professional and Technical (PT) Standards Board charged with designing and implementing standards for a range of occupations and trades, and with issuing Professional and Technical Certificates.

FUNDING

Too many young people compete on an unlevel playing field caused by a wide variance in educational resources statewide. The Task Force endorses the Salerno Commission recommendations for improving equity in funding. There must be assurances that all children, in particular those who live in poor areas, receive the education they need for a full and productive life. All New York State youth should be entitled to a world-class education regardless of their life circumstances.

THE NEED FOR CHANGE

This Task Force is calling for radical changes in how we prepare young people in large part because the rapidly evolving global work place demands it. New York State runs the very real risk of becoming an economic has-been, unable to compete globally or to ensure a decent standard of living for future generations. Today's world-class workers need a grasp of the fundamentals as well as the more complex skills required in a global economy — but our current system is failing to prepare young people to a globally competitive standard. We must connect school with work.

Above all, public education must give young people the skills and knowledge they need to be lifelong learners. Our goal is not to direct them to a single destination, but to equip them as travellers on a lifelong journey.

III. New York State Needs a Better Way of Preparing Young People for Work

New York State must get its young people working.

First and foremost, we want to get them working in school to acquire the skills and knowledge they need to be productive citizens.

Ultimately, when they have reaped the benefits of a world-class education, we want to see them working in jobs that raise New York State's standard of living and provide a decent future for workers and their families.

To achieve those goals, we must ourselves get to work at making major changes in the way we do business in our schools and on the job.

"World-class" workers need a grasp of fundamentals as well as the more complex skills required by today's global economy.

A. THE GLOBAL WORKPLACE IS RAPIDLY EVOLVING

If an on-line assembly worker doing a single repetitive task represented the workplace of yesterday, an on-line computer operator working as part of a multi-disciplinary problem-solving team may symbolize the challenges of today and the even greater challenges of tomorrow. Twenty years ago, well-paid manufacturing jobs offered those without advanced training the opportunity to achieve the American Dream. But now the dream is receding; New York State has lost some 400,000 manufacturing jobs since 1980. As these jobs disappear, a two-tier system of opportunity begins evolving: decent pay and challenging work for those with advanced education and skill and dead-end, low-paid jobs for those who cannot compete. In 1988, ***The Forgotten Half***, an in-depth study of U.S. youth who are not college-bound, issued this grim warning: "The nation may face a future divided not along lines of race or geography, but rather of education."

"World-class" workers need a grasp of fundamentals as well as the more complex skills required by today's global economy. In its draft paper, ***Education for a Productive Workforce***, (February, 1992), the State Education Department reported the results of a survey of a representative sample of small and large businesses throughout New York State. Based on those responses, the department identified the skills needed to perform various jobs which do not require a college degree. The conclusion was that all youth need to be proficient in basics such as reading, writing, mathematics, speaking, listening, thinking/cognitive skills and personal skills. But in addition, the State Education department cautioned that "proficiency in these skills alone will not be adequate preparation for the workplace of the 21st Century. Young people must also be able to manage resources, demonstrate highly developed interpersonal skills, manipulate information systems, possess organization skills, possess critical communications skills, be creative with technology, and for some positions, possess manual dexterity."

What worked reasonably well in the past — when even those without a high school diploma might expect to earn a living wage on a factory assembly line — will not meet the demands of the 1990s or beyond. The static, top-down workplace of decades ago has been replaced by dynamic workplaces that place increasing reliance on front-line workers. Americans can expect to have two or more careers and to hold seven or more jobs in a lifetime. New York State requires schools that can teach young people from a wide range of economic, ethnic and cultural backgrounds and offer them wide-ranging career options that are not limited by stereotyping or historical biases.

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B. OPTIONS IN OUR CURRENT SYSTEM

In general, New York State schools offer secondary students three options: a college-bound course of study, a general, less rigorous academic program, or a vocational program that includes Regents and/or general track academics. Students can choose to complement any academic program with occupational education in a wide range of subjects. The state's system of diplomas does not differentiate among those who receive career-related education and those who do not. With a few exceptions, students earn either a Regents diploma or a local diploma.

Slightly more than a third of state students (in 1990, 35 percent of males and 39 percent of female high school seniors) take an academic program leading to a Regents diploma. This course of study, which is viewed as solid academic preparation for college, typically includes little or no direct employment related skills. Close to two-thirds of New York State high school students earn local diplomas (in 1990, 62 percent of male and 59 percent of female high school seniors;

in the cities, the proportions are significantly higher.) The program leading to a local diploma is typically a less rigorous academic curriculum that is not considered a springboard to a baccalaureate degree. Neither does it equip youth to enter the world of work since the general track does not require occupational training. (It is true that a small number of affluent districts award local diplomas for completion of curriculum with a rigor exceeding that of the Regents. These isolated instances are not what we refer to here.) The local diploma too often is an award for attendance rather than an authentic credential of knowledge or skills that equips youth for the workplace or continued education.

Aside from junior-high level courses in "***Home and Career Skills,***" and an "***Introduction to Technology***" (representing, respectively, three fourths of a credit and one credit each), the state does not mandate any study directly relating to employment or work readiness. The mandated programs at the junior-high level deserve continued support, but they are not nearly enough.

The local diploma too often is an award for attendance rather than an authentic credential of knowledge or skills that equips youth for the workplace or continued education.

The extent and quality of elective programs of study in occupational or vocational education vary from district to district. These include city high schools that specialize in vocational education (New York City's High School of Aviation Trades and schools in Buffalo, Syracuse, Rochester and Yonkers, among others), occupational education programs offered by school districts and the 41 Board of Cooperative Educational Services (BOCES) districts, which operate 72 regional sites shared by individual school districts.

Quality occupational education programs currently in place are equipping youth for entry-level jobs in a variety of fields. An informal state survey of secondary students who had completed occupational education programs found that for the class of 1987, the most recent year for which data was available, 91 percent were either productively employed in the workplace or in the military, or were enrolled in post-secondary education. But while many of the current secondary occupational education programs offer excellent preparation, they are reaching only a fraction of the state's student population. In 1990-91, there were only 308,141 students at the secondary level (38 percent) enrolled in some type of occupational education program out of a secondary school population of 777,208. Enrollment in occupational education varies across the state: in New York City, there are long waiting lists for available programs, while upstate some programs are under-enrolled for their capacity. Similarly, there are differences statewide in the commitment of resources. Individual programs often do not have modern equipment or relevance to fast-changing work-

Emphasizing a four-year baccalaureate degree as the primary avenue to a productive future ignores reality and ill-serves our young people as well as our economy.

place demands. For instance, a printing course offered at one urban high school concentrated exclusively on traditional composition and printing, even as desk-top publishing was revolutionizing printing in the "real world." Because the quality and standards of programs may vary, there are few benchmarks for employers that identify whether a graduate of a particular occupational education program has acquired specific skills.

Why is New York producing such a relatively low number of young people with occupational or vocational training in light of the increasing need for highly skilled workers? The answer is complex and embedded in basic societal attitudes toward secondary education. In the latter half of this century, society emphasized a college education as the primary pathway to the American dream, relegating occupational education to second-class status. An analysis by the Association for Supervision and Curriculum Development notes, "Vocational education must overcome a number of obstacles: declining enrollment, a persistent image problem and the American public's belief that only a four-year college degree is good enough for 'my child.'" In a similar vein, the Occupational Education Committee of the District Superintendents of New York State states in a 1989 position paper that a "very narrowly defined dialogue at the national and state level" on education reform has largely overlooked vocational/occupational education as a vital option for youth.

Emphasizing a four-year baccalaureate degree as the primary avenue to a productive future ignores reality and ill-serves our young people as well as our economy. William L. Lepley, director of the Iowa Department of Education, notes, "Not everyone needs a four-year college education and it is a tremendous disservice to pretend otherwise. Most labor market information indicates that the majority of future jobs will be for people with less than a bachelor's degree. Possible the biggest failure of American public education is that it hasn't prepared students for this future."

William H. Kohlberg and Foster C. Smith, President and Senior Vice President of the National Alliance of Business, in their book, ***Rebuilding America's Workplace***, summarize the problem as follows, "The American education system is geared to producing college graduates but only 30 percent of jobs in this country require a college degree. The United States has not developed systems for producing world-class front-line workers."

C. PUBLIC EDUCATION MUST RESPOND TO THE CHALLENGE

The enterprise of public education is undergoing significant reforms, but a critical need has yet to be adequately addressed: the way we prepare youth for the world of work.

Because occupational education has not been emphasized as an integral element of secondary education, many students defer work-relevant education until after high school. Two-year colleges help provide this necessary education to some of our young people, but large numbers who "postpone" vocational education will never receive it. While most high school students say they plan on college — and about three-quarters of New York State high school graduates do go on to some form of post-secondary education — only half of those actually graduate. When we consider the entire pool of young people — including high school dropouts as well as graduates — currently only 30 percent of our young people will earn a two- or four-year college degree.

The enterprise of public education is undergoing significant reforms, but a critical need has yet to be adequately addressed: the way we prepare youth for the world of work.

What happens then to the 70 percent without a college degree?

Far too many are unprepared for a productive future.

The reality is that New York State lacks a coherent system for helping young people make the transition from school to the workplace. A majority of our high school graduates will confront the job market with no discernible skills. The future is even bleaker for high school dropouts — the 20 percent or more who leave before 12th grade. Without any credential, often lacking rudimentary skills, they exit the system totally unprepared for meaningful employment. According to the State Job Training Partnership Council, sample data from 1989 indicate that of the total state working age (18-64) population of 11,304,000, more than two million — some 18 percent — have not completed high school or earned a high school equivalency diploma.

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To produce a globally competitive workforce, it will not be enough simply to replicate quality vocational education programs currently in place. We need to use those programs as a starting point — not a destination — for building a world-class system of career pathways that allows young people to progress along a continuum of lifelong learning. A system of ongoing career preparation must make it possible for individuals to progress past entry-level jobs and to switch careers as their needs and interests dictate. Both for young women and young men, this system must promote equal opportunities to choose career pathways free of sex-role stereotyping.

"America's success or failure in the global marketplace depends above all else on success or failure in the local schoolhouse," says Keith Geiger, president of the National Education Association (NEA). "To succeed in tomorrow's world, our students must be better educated than any previous generation. Better student performance today will mean better worker performance tomorrow."

To produce a globally competitive workforce, it will not be enough simply to replicate quality vocational education programs currently in place.

D. EMPLOYERS AND LABOR UNIONS MUST RESPOND TO THE CHALLENGE

Our failure to educate the majority of youth for the working world is a significant problem for many young adults. It is no less a problem for the employers who expect schools to produce the next generation of workers. Business leaders note that even graduates of our high schools lack the basic skills needed for entry-level positions. Task force member Richard G. Clark, Chairman of Clarks Petroleum Service Inc., speaks for many when says, "The people we hire need to be able to listen and to speak well. We get young people who can do neither."

Change in the educational system is not being requested by the business community to primarily benefit business per se, but because employers who work closely with graduates of the schools may have recognized a societal need more quickly than other sectors. In all areas — public, private and not-for-profit — there is an increasing need for well-trained workers.

New York State and the nation lack a comprehensive, systematic way for employers and labor unions to participate in public education.

In New York State, a number of forward-thinking companies have invested substantially in schools, including school-to-work transition programs, on-the-job training and a range of innovative programs. But these significant school/work partnerships are limited in number and modest in impact relative to the school population. Unfortunately, employer/labor involvement in the schools usually is tacked on to the standard curriculum, rather than integrated into it. That reflects the historical evolution of the public school system and the business world as separate spheres with little overlap or organized avenues for continuing interaction. Consequently, New York State and the nation lack a comprehensive, systematic way for employers and labor unions to participate in public education. This contrasts sharply with many European countries where employers and labor are an

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integral part of public education, supporting vocational centers, providing internships for students, and forging partnerships with schools to open up other education and training opportunities for youth.

America's Choice: high skills or low wages!, the report of the Commission on the Skills of the American Workforce, concludes that the United States is losing ground in global competition primarily because schools ***and*** employers are failing to invest in training workers. The report cites the virtual neglect of non-college-bound youth and workers as one of the factors propelling the United States toward an economic cliff.

While educational restructuring is needed to better prepare youth for a high skills workplace, workplace restructuring also must continue apace. ***America's Choice*** says those companies that have instituted "high performance" workplaces to maximize the authority and responsibility of front-line employees are succeeding in international competition — but too few employers are moving quickly or aggressively enough to embrace the changes needed to create high skills jobs. The successful workplace of tomorrow will not only contain better prepared workers, but also supervisors who can motivate employees to practice innovation and teamwork.

Even as international comparisons show our youth lagging behind their peers in other countries, those nations are moving forward.

E. LINKING THE CLASSROOM AND THE WORKPLACE

International comparisons made by the U.S. General Accounting Office sum up the differences between the United States and four competitor nations — England, Germany, Japan and Sweden — in preparing students for work:

- The four competitors expect all students to succeed in school, particularly in primary grades. U.S. schools expect that many students will fall behind.

- The competitors certify students' skills through competency-based national training standards. In the United States, states certify the completion of a program — such as high school — but do not verify students' skills or knowledge.

- The competitors make substantial investments in the training and education of non-college-bound youth. The United States invests less than half as much for those headed for the workplace as it does in those geared for college.

- The competitors offer a much stronger support network for the transition from school to work, with assistance provided by schools, employers and labor; the United States does not.

Edward J. Cleary, President of the New York State AFL-CIO, points out that leading United States companies are instituting revolutionary approaches to team work that establish unions as full partners in the process. But a significant challenge lies ahead: to fully involve employers and labor on a widespread basis in preparing the next generation of workers.

It's plain that our current set-up serves neither our young people nor the companies that depend on finding qualified employees.

Even as international comparisons show our youth lagging behind their peers in other countries, those nations are moving forward. We must not only narrow the gap, but also move ahead. And business and labor must be deeply involved — in helping to set the standards for what students should know and be expected to do, in providing career information and in working with the schools to provide educational work experiences.

Albert Shanker, President of the American Federation of Teachers, stresses the need to forge closer links between work and school: "It's plain that our current set-up serves neither our young people nor the companies that depend on finding qualified employees. The kids who often see school-learning as irrelevant to the jobs they'll get when they graduate, spend their school years marking time. And they get out of school bored, disaffected and ignorant. At the same time, employers look in vain for employees with the skills and habits of mind necessary for even entry-level positions."

The answer is to connect school with work.

IV. Guiding Principles for A New Approach to Preparing Youth For Work and Life-Long Learning

We propose a new system for preparing youth for work and education beyond high school. We believe the learning process itself must be revolutionized to foster those skills young people will need as workers and citizens in the next century.

Our plan is based on the following three guiding principles that underscore every recommendation in this report:

A. SETTING WORLD-CLASS STANDARDS

New York State must establish world-class standards for what youth must know and be able to do as they enter the workplace or continue their post-secondary education.

New York State must establish world-class standards for what youth must know and be able to do as they enter the workplace or continue their post-secondary education.

What do we mean by world-class? Quite simply, we want New York State standards to meet or exceed the highest standards in the world for preparing an individual for work, advanced training or college. For all students, public education must include a more rigorous program of "the basics" to reach world-class standards in literacy and computation and the integration of work-related skills and career information free of sex-role stereotyping from kindergarten up.

B. COMMITTING TO EQUITY

We must make a commitment to equity as we work to achieve excellence. Educational opportunities must not be dependent upon where children live, their household income, race or gender. All children can learn. They may learn in different ways and at different rates, but our goal for every student must be no less than a literate and productive life. That means we will no longer accept a system that "graduates" students with a credential that fails to certify knowledge or skills.

We must make a commitment to equity as we work to achieve excellence.

Even as we acknowledge the need for higher standards of student achievement, we must leave no child behind. If higher standards are instituted with no changes in the structure of our schools, the state might see only a worsening of an already shameful dropout rate. Society cannot ignore the reality of poverty, family problems and a host of other conditions that may interfere with the ability of children to learn. But we do not help children escape a cycle of failure by lowering standards. A system that has one set of standards for advantaged students, and another "lower" bar for those at risk, is perpetuating the very divisions caused by economic class and personal circumstance.

The Task Force believes the state must set its sights high and provide the support each child needs to succeed.

*As we refocus public education to provide clear pathways, not only to college, but also to the full range of careers that do not require a degree, we will need to make changes in the curriculum — what students learn — and more importantly, in **how** they learn, in order to produce active learners who can apply what they know in real-life settings.*

C. RESTRUCTURING PUBLIC EDUCATION

Public schools must continue to be the primary providers of work force education and preparation to give all young people access to a productive future. But New York State's system of public education must be fundamentally restructured to do a better job of helping all children learn.

We must make significant changes in ***how*** our schools educate young people. As we refocus public education to provide clear pathways, not only to college, but also to the full range of careers that do not require a degree, we will need to make changes in the curriculum — ***what*** students learn — and more importantly, in ***how*** they learn, in order to produce active learners who can apply what they know in real-life settings. The entire community, including parents, educators, business (private and public sector employers) and labor must commit to bridging the gap between school and work.

Restructured schools should recognize individual differences and use a flexible range of teaching methods and "real-life" experiences to help children learn. Extra help and support must be provided to those who may need it, including those with learning disabilities, immigrants who are not fluent in English or those with family care responsibilities. There must be a strong network of programs that offer educational alternatives for youth who have dropped out.

V. Recommendations for Creating Career Pathways for Youth

Although many of our recommendations focus on the high school years that serve as the launching pad for college or the world of work, we are calling for changes in the entire continuum of public education. The significant changes that are needed will have an impact on every grade from kindergarten through 12 and beyond. Following are detailed recommendations and rationales for this new system of public education.

STANDARDS

RECOMMENDATION #1: *New York State must institute and maintain world-class standards in the academic areas that form the foundation for all education.*

When it comes to the fundamentals -- reading, writing, mathematics, science and other academics -- New York State needs world-class standards for student progress measured by a strong system of performance-based assessments. In addition to a stronger emphasis on fundamental academics, we need to emphasize the thinking, communications and performance skills that will be called upon over and over again in a student's lifetime as he/she adapts to new life challenges.

When it comes to the fundamentals — reading, writing, mathematics, science and other academics — New York State needs world-class standards for student progress measured by a strong system of performance-based assessments.

RECOMMENDATION #2: *New York State must institute and maintain world-class standards for the workplace skills needed to succeed in careers.*

An intensive effort must be made to define precisely the skills and content knowledge people need to be prepared for the workplace. It will be crucial for employers and labor unions as well as educators to be involved in helping set standards and goals related to workplace skills. As a starting point, we believe New York State must build on the State Education Department's Career Validation Study, the work of the State Department of Labor, and the workplace know-how defined by the U.S. Department of Labor Secretary's Commission on

Achieving Necessary Skills (SCANS). (See Appendix C.) In two reports, ***What Work Requires of Schools*** and ***Learning a Living***, SCANS researched what defines effective job performance today. The Commission found that a competent worker must possess basic skills — be able to read, write, do math, listen and speak. In addition, the Commission noted that "tomorrow's career ladders require even the basic skills — the old 3Rs — to take on new meaning." For instance, reading requirements on the job might include interpreting blueprints and materials catalogues, dealing with letters and written policy on complaints, reading patients' medical records and medical instructions and reading the text of technical manuals from equipment vendors.

The successful worker also must display thinking skills. There is a need to think creatively, make decisions, solve problems, visualize information, know how to learn and reason. And a worker needs to display personal qualities that include responsibility, self-esteem, sociability, self-management, integrity and honesty.

The Regents' New Compact for Learning addresses the need for students to acquire not just knowledge, but the ability to apply that knowledge.

The SCANS Commission also identified five competencies necessary for effective job performance. They are:

- Resources: Identifies, organizes, plans and allocates resources.
- Interpersonal: Works with others, leads, negotiates, communicates.
- Information: Acquires, organizes, interprets and uses information.
- Systems: Understands, monitors and improves complex systems.
- Technology: Selects, applies and maintains a variety of technologies.

The Regents' New Compact for Learning addresses the need for students to acquire not just knowledge, but the ability to apply that knowledge. Accordingly, these skills and technology competencies should not be tacked on to a standard academic program but instead they must be incorporated into the curriculum for all students and integrated into what students learn in every discipline.

NEW DIRECTIONS IN PUBLIC EDUCATION

RECOMMENDATION #3: *To help students reach these new expectations of progress in academics and work-related skills, New York State must embark on significant new directions in public education. Specifically:*

- *All students must pursue a more rigorous program of academic fundamentals.*
- *Workplace skills and career information must be integrated into the curriculum from kindergarten on.*
- *At the high school level, the general track option leading to a local high school diploma should be eliminated. New career pathways free of stereotyping should be created that prepare all youth for work and lifelong learning.*
- *A school-structured on-the-job experience should be required of all secondary school students after they have demonstrated work readiness skills.*

> ***At the high school level, the general track option leading to a local high school diploma should be eliminated. New career pathways free of stereotyping should be created that prepare all youth for work and lifelong learning.***

ACADEMICS MUST BE MORE RIGOROUS

It would be a mistake to view the Task Force's call for work-related education as an attempt to diminish the need for academics. To be prepared for life as well as work, all New York State students need an academic foundation that greatly exceeds the requirements currently in place. Certainly academic skills are fundamental to success on the job, yet employers say too many job applicants lack math, reading, writing and communications skills. More than ever before, all students need a thorough grounding in academic subjects to a standard commensurate with excellence at a global level.

WORK-RELATED INSTRUCTION

Instruction in careers and in employment-related skills should be integrated into the curriculum from kindergarten on. While it is vital that we strengthen the information youth receive on career options across the disciplines, we envision something much more integrated than a "careers awareness" program. In addition to learning about careers, students throughout their education should be acquiring the skills and work-habits they will need on the job and as citizens. In the elementary grades, this might include learning to work in a group or discovering how to research solutions to a problem.

Guidance counselors need to be involved in developing new and expanded pathways for students. Attention must be given to developing career information that removes the stigma of race, gender or class from certain career alternatives.

While it is vital that we strengthen the information youth receive on career options across the disciplines, we envision something much more integrated than a "careers awareness" program.

INSTILLING PERSONAL RESPONSIBILITY

The U.S. Department of Labor's Commission on Achieving Necessary Skills (SCANS) has identified a set of personal characteristics that young people need in addition to workplace skills in order to succeed on the job. These qualities, also required to succeed in life, include (for example) demonstrating responsibility, punctuality and follow-through. The Task Force believes that schools can do a better job of preparing youth for work by adopting standards that will help students to develop these qualities. That should include setting and maintaining higher standards of behavior and attendance, both to improve educational performance and to introduce young people to the demands they will face at work. Young people accustomed to skipping school regularly often are shocked to learn that employers expect them to be at work every day and to call in if they are sick. School personnel do their best to get students to attend, but the whole community must work to change standards of behavior. Our youth will be better served if society supports the schools in setting and implementing standards of personal responsibility that reflect expectations in the "real world."

Our youth will be better served if society supports the schools in setting and implementing standards of personal responsibility that reflect expectations in the "real world."

PROVIDING INFORMATION ON CAREERS

Secondary school students currently lack clear pathways to adequate career information or options. There is no assurance they will have access to guidance services; an individual guidance counselor may be responsible for hundreds of students in a particular district, making it impossible to meet individual needs. Schools must offer objective information in a timely fashion that will allow youth to make informed decisions about their education and careers through expanded and pro-active guidance services and/or new occupational curriculum.

It is critically important that expectations for student progress, and information on career and educational alternatives, be offered free of gender bias. A growing body of research, including the recently published study by the American Association of University Women, *How Schools Shortchange Girls*, emphasizes the importance of eliminating gender bias in expectations, instruction and opportunities in education. New York State must continue to work to eliminate bias as it opens up new career pathways for youth.

All high school students initially should work toward mastery of fundamental academics and work readiness skills.

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NEW PATHWAYS IN SECONDARY SCHOOL

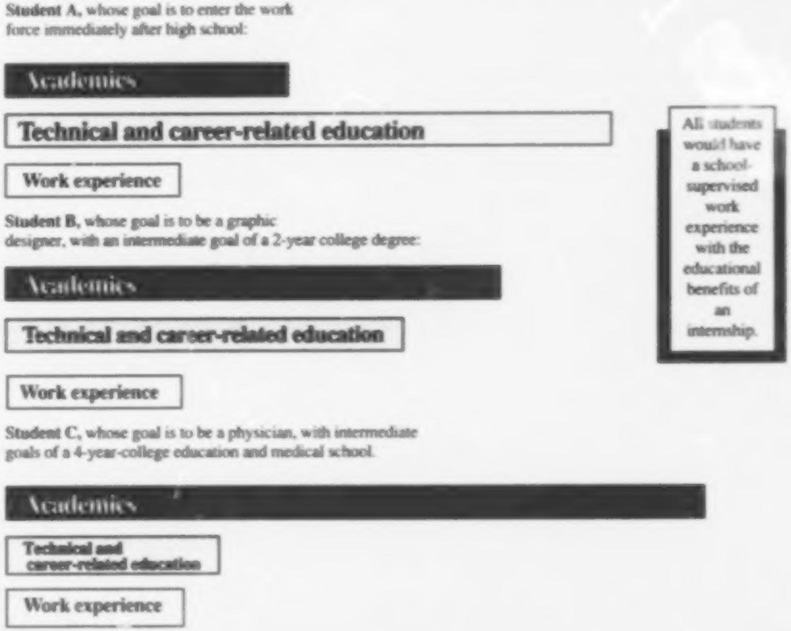
Through elementary and middle grades, all students should receive a program of academics and work-related skills that lays the groundwork for secondary education. All high school students initially should work toward mastery of fundamental academics and work readiness skills. They should be expected to demonstrate mastery not through a single test, but by accumulating a portfolio or demonstrating their skills and knowledge over time. After demonstrating mastery of the fundamentals youth would branch out among a variety of educational pathways that would prepare them for gainful employment or higher education. These advanced pathways would lead to a high school diploma and, for those who choose, state-authorized professional and technical certificates.

Once youth have demonstrated initial mastery of fundamental academics and work skills, their individual goals and interests would influence the proportion of time devoted to a particular area of study. For example, consider the options open to a hypothetical student interested in architecture. She might pursue a course of study that includes a heavy schedule of academics, some technical courses, and a work experience in community service or in a field related to architecture. This pathway could lead directly to enrollment in a baccalaureate program. Or she might opt instead to pursue a heavier schedule of technical courses along with academics and a work experience, which could lead to employment as a design technician in an architect's office — and would leave her options open for continuing at some point toward a baccalaureate degree.

Once youth have demonstrated initial mastery of fundamental academics and work skills, their individual goals and interests would influence the proportion of time devoted to a particular area of study.

Flexible Options in High School

After earning a Career Pathways Certificate (CPC) that certifies mastery of rigorous academics and entry level work related skills, high school students would be able to pursue a variety of flexible career pathways. All pathways would include academics, technical and career-related education, and a work experience. But an individual's goals and interests would dictate the proportion of time devoted to each component.



Student A, whose goal is to enter the work force immediately after high school:

Student B, whose goal is to be a graphic designer, with an intermediate goal of a 2-year college degree:

Student C, whose goal is to be a physician, with intermediate goals of a 4-year-college education and medical school.

All students would have a school-supervised work experience with the educational benefits of an internship.

FLEXIBILITY IS CRUCIAL

Because all students would pursue the same elements (academics, employability skills and a work experience) in different proportions, individuals would have maximum flexibility in building an educational program, including the option of continuing education past high school. Students would be able to transfer among different pathways as their interests dictate. Career pathways could be as specific as engineering or as general as science and technology. However, all pathways following mastery of fundamental skills would include a mix of academic courses, employability skills, technical or professional skills and a structured school-supervised work experience.

A WORK EXPERIENCE FOR ALL YOUTH

Work experiences for high school students should be structured, designed and supervised by the schools in conjunction with employers and labor. Such experiences should be designed to have significant educational content. Excellent youth apprenticeship programs, internship programs and entrepreneurship programs currently in existence can provide useful models.

Because all students would pursue the same elements (academics, employability skills and a work experience) in different proportions, individuals would have maximum flexibility in building an educational program.

"Work experiences" should be defined as hands-on opportunities for learning outside the school environment. While that might include paid, part-time jobs with educational components, work experiences typically also would encompass community service, volunteer work and other non-paying jobs.

The National Youth Apprenticeship Initiative of Jobs for the Future suggests elements that should be included:

- Work experience and guided learning opportunities provided by employers;
- A structured linkage among secondary and post-secondary learning environments;
- Close integration of academic and vocational learning, and of school and work place experiences, through ongoing collaboration among schools, employers, unions and other key institutions and through curriculum and teaching innovations.

THE LOGISTICS OF ARRANGING WORK EXPERIENCES

While the Task Force reached agreement early on that a work experience was important for all students, there were concerns over feasibility: could educational work experiences be provided for all students during what typically would be their junior or senior year of high school? Would the time needed for a work experience unrealistically overload student's schedules?

There is clearly a need for consistent standards, improved coordination of efforts and ultimately a system that provides meaningful work experience for all high school students.

In the first instance, the Task Force found that currently there are more than 181,000 young people (see Appendix B) already involved in some type of educational work experience in New York State under a wide variety of programs offered through several state agencies and the private sector. Some businesses in New York have invested heavily in certain work experience programs. However, the educational benefits of these experiences vary, and taken as a whole they do not constitute an organized or coordinated set of programs designed to satisfy the work training needs of all state youth. There is clearly a need for consistent standards, improved coordination of efforts and ultimately a system that provides meaningful work experience for all high school students. Nonetheless, the opportunities for educational work experience that already exist through numerous partnerships convince us that a coordinated, school-structured work experience feasibly could be provided as a component of high school education.

The Task Force also discussed concerns that a work experience would overload what some perceive as already crowded schedules for secondary school students. This issue goes to the very heart of what the Task Force is proposing. Simply put, Task Force members believe that a restructured system of education — proposed in the New Compact for Learning and delineated further in this report — must ***make*** time for work experiences. (Task Force members noted that certainly under the current system, requirements for local and even Regents diplomas typically do not overload a student's schedule, particularly in the senior year of high school when some youth have finished many of their diploma requirements.) In addition, flexible scheduling could allow on-the-job experiences to be incorporated into a student's after-school job or summer work. Special arrangements might need to be made for youth in rural areas or other places where it may be more difficult to arrange work experiences and for youth with family care-giving responsibilities.

The Task Force believes providing an educational work experience for all young people is both possible and necessary. Unquestionably, such an undertaking would require extensive coordination with and participation by the private sector, governmental agencies, not-for-profit organizations, volunteer and charitable organizations, institutions of higher education and other organizations where young people could work and learn. The state and localities will need to develop a system to inform and engage employers in the process. Leaders from the private and public sector must commit to securing widespread and sustained employer involvement in public education.

WHO NEEDS A WORK EXPERIENCE?

To begin to teach students what is required of them outside an academic setting, the Task Force believes *all* youth should have career information, employability skills, and a work experience incorporated into their secondary education. It is hard to imagine an occupation that does not call upon the work-related skills and attitudes described in the SCANS competencies. A student planning on advanced academic study might devote only a small proportion of secondary school studies to work-related education, but nonetheless would benefit from gaining employability skills. A young person considering a career in medicine, for instance, would benefit from learning how to communicate with others and be an effective leader, select and use technology and analyze data. On a practical level, she or he would need to know how to use computers. A work experience in a hospital or doctor's office would provide an understanding of real-life challenges in medicine.

The concept of an academic track or a vocational track should be abandoned since all pathways will include vocational/occupational and academic elements.

The concept of an academic track or a vocational track should be abandoned since all pathways will include vocational/occupational and academic elements.

RECOMMENDATION #4: *New York State should institute three benchmarks that will certify young people have successfully demonstrated skills or content knowledge according to clearly defined world-class standards:*

CAREER PATHWAYS CERTIFICATE

A Career Pathways Certificate (CPC) should be instituted to certify mastery at a world-class level of the fundamental academics and work-readiness skills needed for entry to the workplace and continuing education.

The standards for earning a CPC should be the same for all. We recognize that some youth may need additional support in reaching CPC standards — but for the certificate to have meaning, the standards it represents must be the same for all, including adult learners.

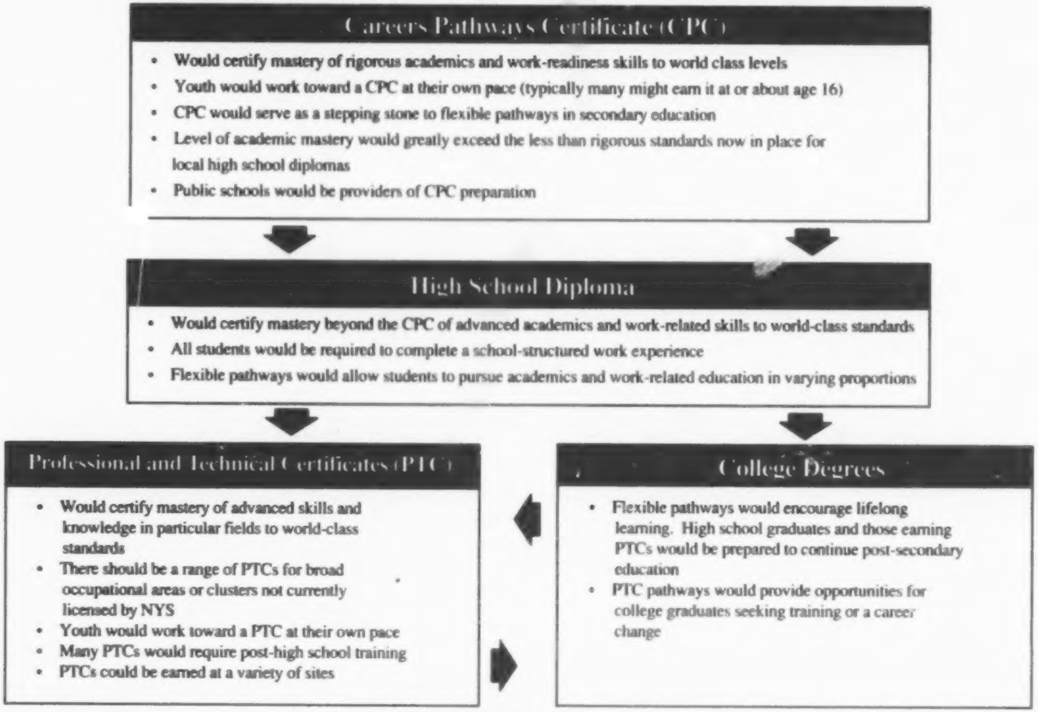
A Career Pathways Certificate (CPC) should be instituted to certify mastery at a world-class level of the fundamental academics and work-readiness skills needed for entry to the workplace and continuing education. The standards for earning a CPC should be the same for all.

Just as scouts earn merit badges by demonstrating accomplishments in stages, youth would work toward a CPC by accumulating and demonstrating skills and knowledge in a continuing progression. The CPC should not be awarded for time spent in school, but instead should certify genuine mastery of defined skills and content knowledge.

The length of time it would take to earn a CPC would vary based on an individual's rate of progress; students might earn a Career Pathways Certificate at different ages and stages of their school career. Typically many youth would earn a CPC at or about age 16, but some would receive it earlier and others would take longer. The level of mastery of academics required to earn a Careers Pathways Certificate should greatly exceed the less-than-rigorous standards now in place for a local diploma. In addition, the CPC would require mastery of job-related skills (such as those identified in Appendix C) that to date have not been included in most youths' education.

The Career Pathways Certificate must not be portrayed as a "leaving" certificate that signals student readiness to exit school. While the job skills and rigorous academics required to earn a CPC would stand young people in good stead for part-time or summer employment, education beyond a CPC will be necessary to equip young people as citizens and to give them a chance at jobs with a future. Beyond the CPC, and in addition to the high school diploma, young people need advanced and specialized training to equip them for the workplace. Consequently, the CPC should serve as a stepping-stone to new and necessary pathways in secondary education, including advanced academics, additional training in workplace skills, professional and technical education and a school structured work experience.

New York State Should Institute New Benchmarks to Certify Mastery of Skills and Knowledge to World-Class Levels



Careers Pathways Certificate (CPC)

- Would certify mastery of rigorous academics and work-readiness skills to world class levels
- Youth would work toward a CPC at their own pace (typically many might earn it at or about age 16)
- CPC would serve as a stepping stone to flexible pathways in secondary education
- Level of academic mastery would greatly exceed the less than rigorous standards now in place for local high school diplomas
- Public schools would be providers of CPC preparation

High School Diploma

- Would certify mastery beyond the CPC of advanced academics and work-related skills to world-class standards
- All students would be required to complete a school-structured work experience
- Flexible pathways would allow students to pursue academics and work-related education in varying proportions

Professional and Technical Certificates (PTC)

- Would certify mastery of advanced skills and knowledge in particular fields to world-class standards
- There should be a range of PTCs for broad occupational areas or clusters not currently licensed by NYS
- Youth would work toward a PTC at their own pace
- Many PTCs would require post-high school training
- PTCs could be earned at a variety of sites

College Degrees

- Flexible pathways would encourage lifelong learning. High school graduates and those earning PTCs would be prepared to continue post-secondary education
- PTC pathways would provide opportunities for college graduates seeking training or a career change

THE HIGH SCHOOL DIPLOMA

A high school diploma should be the benchmark following a Career Pathways Certificate. It should be awarded not for attendance but for demonstrated mastery beyond the CPC of advanced academics and workplace skills. Instruction leading to a high school diploma should allow young people flexibility in pursuing a variety of career pathways and should include a school-supervised work requirement for all students. The Board of Regents may wish to assess the current state system of granting diplomas in light of the changed expectations and education recommended in this report.

A high school diploma should be the benchmark following a Career Pathways Certificate. It should be awarded not for attendance but for demonstrated mastery beyond the CPC of advanced academics and workplace skills.

PROFESSIONAL AND TECHNICAL CERTIFICATES

New York State should institute a non-baccalaureate system of Professional and Technical Certificates (PTCs) that would certify mastery of advanced skills and knowledge in particular fields. Creating a system of Professional and Technical Certificates would provide many new career opportunities for young people to expand their knowledge and skills both in high school and after graduation. The PTC would be a dynamic measure of a globally competitive worker and would signify that the worker has all the skills and qualities needed to be among the best workers in the world. It would be awarded to those who have demonstrated their CPC competencies, completed their high school requirements and met world-class standards in a specific occupational area of professional or technical certification. In some fields, there might be a series of Professional and Technical Certificates, ranging from initial certification in a field to increasingly advanced mastery.

Creating a system of Professional and Technical Certificates would provide many new career opportunities for young people to expand their knowledge and skills both in high school and after graduation.

Unlike the Career Pathways Certificate, which would be a single certificate attesting to mastery of fundamental skills and knowledge, there should be a range of Professional and Technical Certificates for broad occupational areas and clusters not currently licensed by New York State.

The time needed to earn a PTC would vary depending on an individual's rate of progress and the rigor and depth of requirements in a particular field. Many students would begin in high school to develop the knowledge, skills and competencies needed to earn a PTC. Some might pursue an intensive occupational education pathway during high school that would allow them to earn a PTC concurrently with high school graduation. More typically, youth would continue to work toward a PTC after high school, perhaps in a tech-prep program (two years of high school occupational education and two years at a community college) or in a program designed by a specific company or union to offer education and experience leading to a PTC. Youth apprenticeship programs and youth entrepreneurship programs also could serve as pathways to a Professional and Technical Certificate (PTC).

The time needed to earn a PTC would vary depending on an individual's rate of progress and the rigor and depth of requirements in a particular field.

While public elementary and secondary schools would be the providers of education for a Career Pathways Certificate (with alternative learning environments for dropouts -- see Recommendation #8), youth would be able to earn Professional and Technical Certificates at a variety of sites, such as: public schools, community colleges and other institutions of higher education, Board of Cooperative Educational Services (BOCES) centers, qualified proprietary schools, not-for-profit training agencies, community-based organizations and through employer-sponsored or labor union training. This would necessitate coordination among a range of state agencies.

PTC pathways could provide valuable options for young people who start college and leave, for college graduates who are unable to find suitable employment and for adults of all ages who for a variety of reasons seek a career change.

Society must be energized to accept a new paradigm: one where preparation never ends, one where dropping out is unthinkable and one where everyone who completes high school will have quality options, and a variety of choices in careers and education.

As holders of PTCs join the workforce, these professional and technical certificates will have established value, not only for employers, but also for school-age youth who will see the opportunity to earn a PTC as an incentive for continued education. Providing clear career pathways through the PTCs will encourage more youth to stay in school, offer incentive for drop-outs to continue their education and expand options for high school graduates. The connection between quality education and quality jobs will become clear.

Society must be energized to accept a new paradigm: one where preparation never ends, one where dropping out is unthinkable and one where everyone who completes high school will have quality options, and a variety of choices in careers and education.

The world-class standards for PTC should be developed, and revised and updated as needed, by a standards board comprised of a majority of business and organized labor (see Recommendation #10).

ASSESSING STUDENT PERFORMANCE

New York State must institute valid, credible assessments for attainment of a Career Pathways Certificate, high school diploma and Professional and Technical Certificates. The Task Force supports the adoption of authentic assessments, such as student performances, portfolios, projects or demonstrations of knowledge and skills.

STANDARDS FOR DISABLED YOUTH

Special education programs for students with disabilities should be designed to help them make progress toward earning a Career Pathways Certificate and subsequent benchmarks of performance. Students receiving special education should be educated to the same set of world-class standards as other students if educators and employers are to value their participation in post-secondary opportunities.

While it is anticipated that many students will earn a CPC by age 16, some youth, including a number with learning disabilities, may take longer or need other accommodations to achieve CPC standards. This might include support services or accommodations that provide students with the opportunity to demonstrate their skills and knowledge without being limited or unfairly restricted by their disability. Including all students in Career Pathways initiatives will provide positive avenues for students with disabilities.

The CPC will require youth to demonstrate a range of skills, including many that will be employment based and developed through work experience. Transition services will be critical to allow students with disabilities to successfully participate in work-related activities. Students will be able to follow their Individualized Education Plan to move toward a Career Pathways Certificate at their own pace.

RECOMMENDATION #5: *Public education must be restructured to create environments that foster development of the thinking and problem-solving skills young people will need to succeed in careers and in life.*

Even as Task Force members agreed on the need for higher standards both in academics and in workplace skills, we wrestled with the realities of introducing new demands on the school system. How would it be possible to help young people reach academic standards that are ***higher*** than under the current system? How could we find the time to introduce career information and work-related programs into what some see as an already over-loaded school system?

For all to reach higher standards, we must change the way we educate young people — to use what research has shown us about the best ways of helping children learn. The diversity of New York State youth that so enriches our state also adds to the challenge of education, since children come from a wide range of social, economic and cultural backgrounds. Traditional schooling — a single formula of education for all students — doesn't address what research has shown us about the way children learn. As the Regents' New Compact for Learning makes clear, we must restructure schools to create an environment where learning can take place, not just for those who respond well to the traditional modes of instruction, but also for the large number who may be better served by a greater variety of approaches. To make this restructuring happen, we must make sure that our schools have the resources they need to create environments where all children can learn.

For all to reach higher standards, we must change the way we educate young people — to use what research has shown us about the best ways of helping children learn.

LEARNING IN A "REAL-LIFE" CONTEXT

The way youth learn in a traditionally structured school is very different from how they learn in "real life" — daily life and work experiences. Four gaps between classroom and real life have been identified by researchers, including Task Force member Sue Berryman, who is director of the Institute on Education and the Economy at Teachers College, Columbia University. Those gaps include:

- School focuses on individual performance; non-school settings emphasize socially shared performance.
- Schools expect students to come up with answers unaided; at work, particularly in high skill occupations, employees are allowed and encouraged to use information and cognitive tools.
- Schools emphasize symbolic thinking; other settings require young people to solve problems relating to real-life objects and situations.

- Schools seek to impart general skills through knowledge. In the workplace, knowledge and skills are linked to a particular situation.

According to Task Force member Paul F. Cole, who is Secretary-Treasurer of the New York State AFL-CIO and a former teacher: "These research findings challenge the traditional formal approach to instruction that has caused artificial distinctions between knowing and doing, education and training, academic and vocational education and school-based and work-based learning." Schools must reject such artificial distinctions to allow learning to occur within a real-life context.

Restructured schools that focus on the needs and progress of our youth can provide an environment for achieving the over-arching goals of the Regents' New Compact for Learning and the specific goals contained in this report.

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AN EXAMPLE OF "REAL-LIFE" LEARNING

What might restructuring mean in real-life terms? Consider two examples involving a group of sixth-graders. In traditional schooling, each student is expected to prepare an individual report on a foreign nation. Students work in isolation, compete with each other for grades, and receive feedback only once in terms of a letter grade on their reports.

In restructured schools, students on a team might work together to research a foreign country and prepare both written and oral presentations. The teacher would set standards and serve as guide, resource and editor. Students would collaborate with each other to locate research material and distill the information. Teamwork would be required. Students would give an oral summary of their work, demonstrating they can distill and analyze the information they gathered. There would be an opportunity for further revisions after teacher and class feed-back on the project.

In both examples, young people are acquiring academic knowledge and research skills. But the second set of circumstances offers a situation comparable to that in a "high performance" workplace. There employees typically collaborate, rather than compete, brainstorm ideas, consult with their supervisor throughout a project, receive constructive feedback, retool and improve their work and develop and use listening and speaking skills.

Learning that takes place within a real-life context would allow workplace skills to be incorporated as an integral part of schooling. The Task Force believes restructured schools will be a better environment for learning — and will allow us to reach the significant goals of strengthened academic preparation and workforce readiness.

EXTENSIVE INSERVICE AND PRESERVICE TRAINING WILL BE NEEDED

Learning that takes place within a real-life context would allow workplace skills to be incorporated as an integral part of schooling.

The significant reforms we envision in public education will require an extensive program of training for school personnel, including inservice training for those currently employed in the schools and preservice training for prospective educators.

Inservice training should be provided for school staff — including, but not limited to teachers, guidance counselors, paraprofessionals, principals and other personnel. Three major challenges will need to be incorporated into this training: the new experience of working closely with employers and labor in preparing youth for work, changes in the way students are educated that will help all to learn and the incorporation of work readiness skills and career information into the curriculum for kindergarten up. In addition, on-the-job training experiences for teachers and guidance counselors should be considered as one way to help forge understanding and cooperation between schools and employers.

Schools of education will play a critical role in providing preservice training for prospective educators. They will need to assess and strengthen their programs in light of the new directions in public education and the resulting expectations of teachers, guidance counselors, principals and others.

The significant reforms we envision in public education will require an extensive program of training for school personnel.

THE ROLE OF HIGHER EDUCATION

In addition to their role in educating school personnel, colleges and universities necessarily will be affected in other ways by the changes we make in public education from kindergarten through grade 12. Higher education will welcome the introduction of more rigorous standards for student performance. A recent survey shows that an overwhelming number of college educators feel too many students are not adequately prepared for the demands of higher education. Higher education faculty should play a part in developing new standards for students K-12 since they are charged with the further education of graduates of our public schools. In addition, colleges and universities may need to respond to the increased standards of performance for

K-12 students by discussing post-secondary education standards with their public schools colleagues, employers and labor and by assessing and modifying college curriculum and instruction where appropriate.

Higher education should play an ongoing role in the research and evaluation that must accompany our changes in public education.

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RECOMMENDATION #6: *New state standards should be phased in over time to ensure students have fair and equal opportunities to meet the standards.*

Too many young people compete on an unlevel playing field caused by a wide variance in educational resources statewide. Some youth are challenged by disabilities, societal stereotyping or other life circumstances. We cannot expect young people to meet higher standards until schools and employers first provide the education, training and resources they need to be prepared. A phase-in period will be needed to give students the time necessary to reach higher standards. We cannot suddenly impose new standards and requirements on 15-year-olds educated in the current system. The phase-in must be accompanied by extra help and support for those who need it. Every step of the way, we must ensure young people are not given new expectations in a vacuum, but instead receive the support they may need to succeed.

We cannot expect young people to meet higher standards until schools and employers first provide the education, training and resources they need to be prepared. A phase-in period will be needed to give students the time necessary to reach higher standards.

RECOMMENDATION #7: *Employers and labor unions should be active participants in all phases of developing and implementing new career pathways for youth.*

To bridge the historic separation between the schoolroom and the workplace, employers and labor must be fully involved in the process of preparing youth for work. Involvement by employers and labor should include:

- Helping to advise the Regents on the standards of student performance needed for success on the job, including work readiness requirements for attaining a CPC;
- Serving on a Professional and Technical Standards Board (see Recommendation #10) to set standards for entry level jobs in a range of occupations;

- Establishing partnerships with schools to structure educational work experiences for secondary school students who have earned a CPC;
- Helping students who must work before they have earned a CPC to stay connected to education by providing flexible hours or other accommodations they may need to continue progressing toward Career Pathways certification.

In order to enlist employers and labor unions as participants in helping strengthen career-related education, we will need an extensive information campaign by the state that involves leaders from the workplace in creating a permanent system for connecting school with work.

RECOMMENDATION #8: *Multiple learning environments should be designated to provide instruction leading to a CPC for youth who have dropped out of the public schools — even as we commit to reducing the number of students who leave school to zero from current levels. Alternative learning environments also should be designated to provide instruction leading to a CPC for adults.*

*A commitment to excellence **and** equity requires us to provide a strong system of alternative learning environments for those who drop out of the public schools.*

A commitment to excellence *and* equity requires us to provide a strong system of alternative learning environments for those who drop out of the public schools. (We believe that as schools are restructured to better meet students' needs, and to offer meaningful and relevant courses of study, the number of dropouts will be significantly reduced, but we will continue to need alternative learning environments for a number of youth.) While these environments will offer different approaches to learning, or a longer timetable for reaching benchmarks, the standards used for assessing progress toward a Career Pathways Certificate or high school diploma must be the same statewide.

It may be necessary for alternative learning sites to provide support services to accommodate the needs of youth, such as teen parents, who have dropped out because of family care responsibilities. Support services could include, but not be limited to, day care, counseling, transportation, mentoring and assistance in obtaining housing.

For any approved alternative learning sites, the state should provide supervision, technical assistance and funding to program providers serving individuals who have dropped out of school but need an alternative route to the CPC. Alternative learning environments could be contained within the traditional school as a separate entity or may include programs such as those offered by the Boards of Cooperative Educational Services; institutions of higher education; Adult Learning Centers; Education Opportunity Centers; Private Industry Councils; community-based or other not-for-profit organizations; public agencies; a consortium of these agencies, perhaps with business/industry affiliates; and labor union apprentice programs and the proposed Skills Opportunity Centers.

SKILLS OPPORTUNITY CENTERS

Governor Mario Cuomo has proposed establishing Skills Opportunity Centers to provide instruction and support for youth ages 16-21 who have left school without a high school diploma. These alternative learning environments would offer an integrated program of high school academic instruction, basic skills instruction, and employment preparation services. Educational strategies would be tailored to individual needs. The proposed centers would be governed by policy boards with representatives of business, labor, community organizations and the public. Such centers would be patterned after programs for dropouts which have proven successful in Europe and were recommended in the ***America's Choice*** report.

We want to ensure that even while youth are working, they retain a ***connection to education*** *that at the very least will ensure they have the fundamental skills and knowledge they need to prevent work from becoming a dead-end.*

RECOMMENDATION #9: *Youth who wish to work before the age of 18 should have earned a CPC or be enrolled in a program leading toward a CPC, subject to the establishment of a strong and flexible system of support that would allow youth to remain connected to education even if they drop out of school.*

The intent of this recommendation is not to prohibit young people from working; we recognize that many young people must work for their own or their family's economic survival. Instead, we want to ensure that even while youth are working, they retain a ***connection to education*** that at the very least will ensure they have the fundamental skills and knowledge they need to prevent work from becoming a dead-end.

In extensive debate over this issue, Task Force members expressed concern that establishing the CPC (or schooling leading to a CPC) as a precondition for employment could have the unintended effect of propelling some drop-outs into "underground" or illegal employment if they were unable to deal with school and a job at the same time. This clearly would be a disaster.

Yet at the same time, the Task Force felt that youth too often see no connection between effort at school and opportunities in the workplace. Except for those who seek entrance to a competitive college, there currently is little incentive for students to work hard in school. Employers typically do not consider a student's grades or transcript in making hiring decisions or setting pay scales. The Commission on the Skills of the American Workforce notes that at the national level, "90 percent of employers surveyed ignore high school diplomas, believing graduates to be no better qualified than dropouts, and 98 percent never examine high school transcripts, believing the course work to be irrelevant to their needs."

We need to connect effort and performance in school with real-life rewards and opportunities. If young people knew they had to earn a CPC or be working toward it to hold a job before age 18 — if they knew employers valued the CPC — the certificate would have real meaning.

How, then, can we connect the CPC to work in a meaningful way without driving youth into underground employment? Our main concern is for drop-outs (students enrolled in school would be eligible for employment since they would be working toward a CPC). The Task Force believes the answer is to develop a strong and flexible network of support that would make it possible for young people to stay connected to the school system even if they drop out to work full-time. Therefore, while we recommend linking the CPC (or enrollment in a program leading to a CPC) with the right to work before age 18, this linkage must not be made until the following conditions are also met:

If young people knew they had to earn a CPC or be working toward it to hold a job before age 18 — if they knew employers valued the CPC — the certificate would have real meaning.

- There must be an adequate phase-in period that establishes the credibility of the Career Pathways Certificate as a reliable benchmark for work readiness. It must have value to employers as a meaningful certificate pegged to clearly identified world-class standards.

- We must develop flexible and creative ways for youth to continue working toward a CPC even if economic necessity forces them to drop-out to work full-time. One possible model is the Dropout Recovery program instituted more than three years ago in the Sweetwater Union High School District in San Diego, California.

Employers and labor must work in partnership with the schools to establish the CPC as a meaningful certificate and to encourage and assist young people to continue their education.

Flexible scheduling is a key component of the program; young people can work full time and still receive an education, since the school operates from 7 a.m. until 10 p.m. and allows students to attend in flexible two-hour blocks. Of the most recent group of graduates, approximately 60 percent have enrolled in college.

- Schools must coordinate with social services and other agencies to ensure a network of services that may be needed to keep young people progressing toward a Career Pathways Certificate. For instance, some may need help with childcare in order to continue their education.

- Employers and labor must work in partnership with the schools to establish the CPC as a meaningful certificate and to encourage and assist young people to continue their education. This might include flexible scheduling or helping to coordinate on-the-job experience with education leading to a CPC.

GOVERNANCE

RECOMMENDATION #10: *The state Curriculum and Assessment Council should be established as a permanent entity that would serve as a standards board to advise the Regents on the standards for attainment of a Career Pathways Certificate; the Council's membership should be amended as necessary to include representation from employers and labor who can provide perspective on the skills and education needed to succeed in the workplace. In addition, the state should establish a New York State Professional and Technical (PT) Standards Board charged with designing and implementing a statewide system of professional and technical performance standards for entry-level jobs in a range of occupations and trades.*

While we believe the Curriculum and Assessment Council is the appropriate body to advise the Regents on standards for achieving the CPC, we recommend that its membership be amended to include significant representation from business and organized labor.

SETTING STANDARDS FOR THE CAREER PATHWAYS CERTIFICATE

The Curriculum and Assessment Council was established by the Board of Regents to develop new, comprehensive standards and a system of valid and reliable assessments for New York State youth. That work is currently underway. The recommendations contained in this report will help give shape to the Council's efforts, particularly in the area of preparing young people for the workforce. While we believe the Curriculum and Assessment Council is the appropriate body to advise the Regents on standards for achieving the CPC, we recommend that its membership be amended to include significant representation from business and organized labor whose perspectives will be crucial in developing standards for satisfactory performance on the job.

SETTING STANDARDS FOR PROFESSIONAL AND TECHNICAL CERTIFICATES

Professional and Technical Certificates will recognize student mastery according to industry standards in a broad range of occupational areas or clusters. Because New York State has no comprehensive system of certifying professional and technical expertise apart from licensed professions, occupations and trades, and the associate degree requirements, we are recommending the creation of a New York State Professional and Technical Standards Board to design and implement a system of world-class standards for jobs in a wide range of occupations and trades, and to award Professional and Technical Certificates (PTC) to individuals meeting these internationally competitive standards. Professional and Technical Certificates will incorporate the standards for a high school diploma set by the Board of Regents along with specific standards for an occupational area (see Recommendation #4).

We are recommending the creation of a New York State Professional and Technical Standards Board to design and implement a system of world-class standards for jobs in a wide range of occupations and trades.

The Professional and Technical Standards Board would define a system of standards that, taken together, would:

- Prepare youth and adults for work in high performance organizations, including services and manufacturing;
- Cover the majority of occupations not requiring a four-year college degree (other than those already licensed by New York State);
- Reflect the academic and work-related skills required;
- Combine school work with structured, on-the-job training;
- Balance the need for job preparation with the need for career choice and mobility among occupations.

The board would set the standard for PTCs, whether they are earned through schools, colleges or in non-traditional sites such as on-the-job. Just as industry standards change and progress over time, so too, should PTC standards be updated and revised as needed to ensure relevance and currency. Whenever possible, the PT Board should save time and money by recognizing high standards that have already been established in certain fields and tapping existing expertise in all sectors: public, private and not-for-profit.

It should not be within the board's purview to prescribe the curriculum or programs of study leading to PTCs. While the board should decide the standards for earnings PTCs, those who provide education and training will be responsible for determining how best to help students meet those standards.

The board would make no attempt to function as a labor market mechanism by arbitrarily controlling entrance to a field through control of standards. Standards for certification would be benchmarked to world-class standards and would not be tied to issues of labor supply or demand. The board must recognize congressional action on civil rights by linking credentials to performance on the job.

The PT Standards Board should monitor the development of work readiness standards at the national level and elsewhere, and build upon them as appropriate.

The Professional and Technical Standards Board should not attempt to set standards for each of the 10,000 separate occupations listed in the Directory of Occupational Titles. Instead, the board should develop categories or clusters that encompass a number of specific occupations. For example, rather than defining separate standards for the jobs of receptionist or word processor or clerk, the board might create a certificate for secretarial/office staff. Setting up broad categories of occupations enables students and workers to acquire transferrable skills that would allow them to change careers without starting over. The system should be defined with no "dead-ends," so that those receiving PTCs would be prepared to continue their education to qualify for jobs requiring baccalaureate and post-secondary degrees.

MEMBERSHIP OF THE PT STANDARDS BOARD

Members of the Professional and Technical Standards Board should be appointed by the Governor, with the majority of members representing business and organized labor. The Chancellor of the Board of Regents and the state Commissioner of Education should serve on the PT Standards Board to ensure coordination with the Board of Regents which sets standards for the high school diploma. To ensure coordination between standards for Career Pathways Certificate and the Professional and Technical Certificates, two members of the PT Standards Board should also serve on the Curriculum and

Assessment Council, which will advise the Regents on standards for the CPC.

The Board of Regents, the Curriculum and Assessment Council, and the Professional and Technical Standards Board should meet periodically to further ensure coordination of policies.

It will be crucial that membership on the board be comprised of a majority of business and organized labor with the expertise needed to define standards for a range of occupations. For instance, the PT Board could look to the traditional registered apprenticeship system for establishing a process for setting world-class standards; both the New York State AFL-CIO and the New York State Building and Construction Trades Council could provide guidance and advice on this process.

The PT Standards Board should receive a legislative appropriation for its operation and staffing. As appropriate, it should establish committees comprised of business and labor representatives with expertise in specific fields who could advise on standards and requirements for specific Professional and Technical Certificates. The Board should monitor the development of work readiness standards at the national level and elsewhere, and build upon them as appropriate in establishing new benchmarks for New York State. Some of the groundwork for our new standards for work readiness already has been laid in promising initiatives now underway. The Standards Board should, when possible, incorporate these initiatives to limit the costs of a start-up effort.

Too many youth are being short-changed by a system that fails to guarantee adequate funding for public education in all communities in New York State. It is a travesty that some schools lack safe facilities or enough books for each student. We must redress inequity in funding.

FUNDING

RECOMMENDATION #11: *New York State should provide funding for implementing new career pathways that will ensure all youth have equal opportunities to learn.*

The Task Force endorses ***Funding for Fairness***, a report of the Temporary State Commission on the Distribution of State Aid to Local School Districts. The Commission, chaired by Fred V. Salerno, found that the current system of funding New York State schools is inequitable, resulting in great disparity among school districts, and recommended changes to improve equity.

Too many youth particularly in our cities, are being short-changed by a system that fails to guarantee adequate funding for public education in all communities in New York State. It is a travesty that some schools in New York lack safe facilities or enough books for each student. We must redress inequity in funding where it exists.

In addition to requiring fundamental fairness in the way we supply resources for schools, we must note that there will be some specific start-up costs in creating new career pathways, which will include resources for curriculum development, inservice training for school personnel, development of authentic measures of student performance and the institution of work-related experiences for all secondary students.

VI. Implementation

This Task Force was not charged with implementing its recommendations. The Regents, State Departments of Labor, Economic Development, Education, Social Services and Corrections, the State Division for Youth and the Job Training Partnership Council all are responsible for segments of the solution to this problem. There necessarily is a need to coordinate these efforts. State agencies will need to work in unison to help make needed changes in workforce preparation. This gargantuan undertaking will likewise require sustained commitment and effort on the part of employers and organized labor, educators, parents, community members, governmental leaders and not-for-profit agencies. It is truly an enterprise that affects the entire community. Implementation will require action by the Governor, Legislature and the Board of Regents. The Task Force recommends the following schedule:

- Regents revise membership of the Curriculum and Assessment Council to add representatives of business and organized labor with the appropriate expertise to help establish work-related competencies by December, 1992.
- Career Pathways Certificate (CPC) competencies and new high school diploma standards are developed by the Curriculum and Assessment Council and approved by the Regents by September, 1995.
- Legislation is prepared by the Governor and acted on by the Legislature to establish the Professional and Technical Standards Board by January, 1993.
- A budget for the Professional and Technical Standards Board is submitted to the Legislature by the Governor by January, 1993.
- Cost estimates to implement the Task Force's recommendations are prepared by the Regents by September, 1992.
- Budgets incorporating funding to implement Task Force recommendations are submitted annually by the Governor to the Legislature beginning in January, 1993.

The Task Force on Creating Career Pathways for New York State Youth believes that a new system of schooling must be underway by the time next fall's sixth-graders — the high school Class of 1999 — are ready to begin high school.

Additionally, we want to note the importance of ongoing research and development as we move to a new system of instruction. Although we know a great deal about effective teaching practices, we must monitor the process of moving schools from ineffective to effective practices as we introduce comprehensive, multi-faceted changes. We need to build research into the restructuring process as a means of both guiding and learning from that process.

Effective and timely action is needed to make these recommendations reality. For almost a decade, a "nation at risk" has analyzed, studied and discussed public education. Now New York State must act to address the needs of our youth. The Task Force on Creating Career Pathways for New York State Youth believes that a new system of schooling must be underway by the time next fall's sixth-graders — the high school Class of 1999 — are ready to begin high school.

Appendix A:

EXAMPLES OF WORK AND SCHOOL TRANSITIONS

At the national level, several states have begun to structure closer linkages between school and work:

- Oregon has enacted legislation which revises curriculum to coordinate employment training and school-to-work transitions. It also establishes certificates based on outcomes benchmarked to work class standards.
- California is moving toward comprehensive reform of schools which includes organization around career fields. Each student would have a personal learning plan, leading to post-secondary education or the workforce.
- Florida has established a plan to relate curriculum to careers and integrate academic and vocational instruction. Youth and adults would be prepared to begin a career and continue their education.
- Ohio has developed a "Career Passport" that helps employers evaluate a student's skill related to employment. The credential includes academic and work skills, assessment, work/community experience, diplomas, certificates, business/industry credentials and goals for continuing education and training.
- Various states offer work related experiences in which more than 25 percent of the instructional program occurs in a workplace. Cooperative education programs are offered in 29 states, youth apprenticeship in 12 states, internships in 8 states, alternative high schools in 7 states, career academics in 3 states and youth enterprises in 2 states.
- The Southern Regional Education Board directs a project to strengthen the basic competencies of vocational students. Through various activities across 18 states, the consortium has successfully raised the competencies of all high school students in basic and work related skills.
- Pittsburgh has eliminated the general education track and offers youth either an academic or vocational option. The dropout rate is the lowest in the country, and is attributed to engaging youth in career opportunities and an emphasis on learning transferable skills.

At the local level, a number of initiatives are providing examples of alternative career pathways which incorporate school to work transitions:

- Rochester has proposed revising its curriculum to link academic and work standards. School performance would be tied to meaningful careers and advanced academic opportunities.

- CSD #9 – New York City is revising its curriculum to incorporate work-based outcomes into its instructional program. This work draws on SCANS, and incorporates work-related outcomes into the academic program.

- Broome County and Cornell University have established an apprenticeship program to provide students with work experience and closely related academics. This offers an alternative career pathway to secondary students.

- Fourteen "Tech-Prep" planning and demonstration grants have been provided to local education agencies. The grants promote articulation between secondary and post-secondary agencies with other agencies delivering occupational education, continuing education, employment and training programs and other human services related to obtaining employment.

- The Yonkers City School District offers career education in some K-6 schools through career themes infused into content areas. Hands-on activities that help students understand various occupations and the skills necessary for success are actively supported by business and industry. The district, through linkages with business, industry and post-secondary institutions, also provides students with entry level work skills and direct work experience that prepare students for careers in various areas. The Academy of Finance, a school within a school for the finance profession, and the Electrical Technology, a "pre-engineering" program with Westchester Community Colleges are examples of this approach.

- Cardozo High School in Queens provides students with exposure and in-depth experience in career areas of law and public service. Law firms and public agencies support school and work-based experiences which provide students with in-depth activities as they consider careers in these fields.

- Academies, or schools within a school, that often serve youth who are disenchanted with traditional educational programs, exist in many cities across the country. They link hands-on work experiences with academic curriculum, and engage youth in a career-oriented community that builds self confidence and career opportunities.

Compiled by Peter Cooke of the State Education Department

Appendix B:

NEW YORK STATE EDUCATION AND TRAINING-RELATED WORK EXPERIENCE PARTICIPANTS FOR YOUTH, 1991-1992

EDUCATION-RELATED WORK EXPERIENCE PARTICIPANTS*	**64,000**
Cooperative Education Enrollments	14,000
General Work Experience & Career Exploration	4,000
Alternative School/Program Enrollments:	
New York City	35,000
Rest of New York State	11,000
TRAINING-RELATED WORK EXPERIENCE PARTICIPANTS	**117,000**
Job Training Partnership Act Summer Youth Employment & Training Program (Statewide)	44,000
New York City-funded Summer Work Experience Jobs for Youth	2,500
State-funded Youth Employment Program Work Experience Participants*	3,500
New York City Partnership Summer Jobs Program for Youth	45,000
Governor's School & Business Alliance Program Participants in Work Experience*	21,000
SUNY\CUNY Youth Internship Program Participants*	1,000
TOTAL WORK EXPERIENCE PARTICIPANTS	**181,000**

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*Estimated

Data compiled by NYS Job Training Partnership Council, June 1992.

Appendix C:

WORK-RELATED SKILLS

Following are the foundation skills and competencies that the Secretary's Commission on Achieving Necessary Skills (SCANS) of the U.S. Department of Labor has identified as critical for today's workplace.

A THREE-PART FOUNDATION

Basic Skills: Reads, writes, performs arithmetic and mathematical operations, listens and speaks

- Reading — locates understands, and interprets written information in prose and in documents such as manuals, graphs and schedules
- Writing — communicates thoughts, ideas, information, and messages in writing; and creates documents such as letters, directions, manuals, reports, graphs and flow charts
- Arithmetic/Mathematics – performs basic computations and approaches practical problems by choosing appropriately from a variety of mathematical techniques
- Listening – receives, attends to, interprets, and responds to verbal messages and other cues
- Speaking – organizes ideas and communicates orally

Thinking Skills: Thinks creatively, makes decisions, solves problems, visualizes, knows how to learn, and reasons

- Creative Thinking -- generates new ideas
- Decision Making – specifies goals and constraints, generates alternatives, considers risks, and evaluates and chooses best alternative
- Problem Solving – recognizes problems and devises and implements plan of action
- Seeing Things in the Mind's Eye – organizes and processes symbols, pictures, graphs, objects, and other information

- Knowing How to Learn -- uses efficient learning techniques to acquire and apply new knowledge and skills

- Reasoning -- discovers a rule or principle underlying the relationship between two or more objects and applies it when solving a problem

Personal Qualities: Displays responsibility, self-esteem, sociability, self-management, and integrity and honesty

- Responsibility -- exerts a high level of effort and perseveres towards goal attainment

- Self-Esteem -- believes in own self-worth and maintains a positive view of self

- Sociability -- demonstrates understanding, friendliness, adaptability, empathy, and politeness in group settings

- Self-Management -- assesses self accurately, sets personal goals, monitors progress, and exhibits self-control

- Integrity/Honesty -- chooses ethical courses of action

FIVE COMPETENCIES

Resources: Identifies, organizes, plans and allocates resources

- Time -- Selects goal-relevant activities, ranks them, allocates time, and prepares and follows schedules

- Money -- Uses or prepares budgets, makes forecasts, keeps records and makes adjustments to meet objectives

- Material and Facilities -- Acquires, stores, allocates, and uses materials or space efficiently

- Human Resources -- Assesses skills and distributes work accordingly, evaluates performance and provides feed-back

Interpersonal: Works with others

- Participates as Member of the Team -- contributes to group effort

- Teaches Others New Skills

- Serves Clients/Customers -- works to satisfy customers' expectations
- Exercises Leadership -- communicates ideas to justify position, persuades and convinces others, responsibly challenges existing procedures and policies
- Negotiates -- works toward agreements involving exchange of resources, resolves divergent interests
- Works with diversity -- works well with men and women from diverse backgrounds

Information: Acquires and uses information

- Acquires and Evaluates Information
- Organizes and Maintains Information
- Interprets and Communicates Information
- Uses Computers to Process Information

Systems: Understands complex inter-relationships

- Understands Systems -- knows how social, organizational, and technological system work and operates effectively with them
- Monitors and Corrects Performance -- distinguishes trends, predicts impacts on system operations, diagnoses deviations in systems' performance and corrects malfunctions
- Improves or Designs Systems -- suggests modifications to existing systems and develops new or alternative systems to improve performance

Technology: Works with a variety of technologies

- Selects Technology -- chooses procedures. tools or equipment including computers and related technologies
- Applies Technology to Task -- Understands overall intent and proper procedures for setup and operation of equipment
- Maintains and Troubleshoots Equipment -- Prevents, identifies, or solves problems with equipment, including computers and other technologies

Appendix D:

RECOMMENDATION #1 New York State must institute and maintain world-class standards in the academic areas that form the foundation for all education.

RECOMMENDATION #2 New York State must institute and maintain world-class standards for the workplace skills needed to succeed in careers.

RECOMMENDATION #3 To help students reach these new expectations of progress in academics and work-related skills, New York State must embark on significant new directions in public education. Specifically:

— All students must pursue a more rigorous program of academic fundamentals;

— Workplace skills and career information must be integrated into the curriculum from kindergarten on;

— At the high school level, the general track option leading to a local high school diploma should be eliminated. New career pathways free of stereotyping should be created that prepare all youth for work and life-long learning;

— A school-structured on-the-job experience should be required of all secondary school students after they have demonstrated work-readiness skills.

RECOMMENDATION #4 New York State should institute three benchmarks that will certify young people have successfully demonstrated skills or content knowledge according to clearly defined world-class standards:

— A Career Pathways Certificate (CPC), which might typically be earned at age 16, would signify a youth's mastery of rigorous academics and entry-level work-readiness skills;

— A high school diploma would be awarded for demonstrated mastery of advanced academics and work-related skills. Instruction leading to a high school diploma should allow young people flexibility in pursuing a variety of career pathways and should include a school-structured work experience for all students.

— A Professional and Technical Certificate (PTC), would certify mastery of skills and knowledge in a specific field. It would be awarded to those who have demonstrated their CPC competencies, completed their high school requirements, and met world-class standards in a specific occupational area of professional or technical certification. These certificates in many cases might include training beyond high school, and youth could earn them at a variety of sites.

RECOMMENDATION #5 We need to restructure public education to create environments that foster development of the thinking and problem-solving skills young people will need to succeed in careers and in life.

RECOMMENDATION #6 New state standards should be phased in over time to ensure students have fair and equal opportunities to meet the standards.

RECOMMENDATION #7 Employers and labor unions should be active participants in all phases of developing and implementing new career pathways for youth.

RECOMMENDATION #8 Multiple learning environments should be designated to provide instruction leading to a CPC for youth who have dropped out of the public schools — even as we commit to reducing the number of students who leave school to zero from current levels. Alternative learning environments also should be designated to provide instruction leading to a CPC for adults.

RECOMMENDATION #9 Youth who wish to work before the age of 18 should have earned a CPC or be enrolled in a program leading toward a CPC, subject to the establishment of a strong and flexible system of support that would allow youth to remain connected to education even if they drop out of school.

RECOMMENDATION #10 The state Curriculum and Assessment Council should be established as a permanent entity that would serve as a standards board to advise the Regents on the standards for attainment of a Career Pathways Certificate; the Council's membership should be amended as necessary to include representation from employers and labor who can provide perspective on the skills and education needed to succeed in the workplace. In addition, the state should establish a New York State Professional and Technical (PT) Standards Board charged with designing and implementing a statewide system of professional and technical performance standards for entry-level jobs in a range of occupations and trades.

RECOMMENDATION #11 New York State should provide funding for implementing new career pathways that will ensure all youth have equal opportunities to learn.

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LEGISLATIVE HEARING ON H.R. 2884, SCHOOL TO WORK PROPOSAL

WEDNESDAY, OCTOBER 20, 1993

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The committee met, pursuant to call, at 10:05 a.m., Room 2175, Rayburn House Office Building, Hon. Pat Williams, presiding.

Members present: Representatives Williams, Kildee, Owens, Sawyer, Payne, Unsoeld, Roemer, Scott, Green, Woolsey, Klink, Goodling, Petri, Roukema, Gunderson, Molinari, Hoekstra and McKeon.

Staff present: Jon Weintraub, staff director; Mary Gardner Clagett, minority professional staff member; D'Arcy Philps, minority professional staff member; Tim Butler, minority staff assistant; Omer Waddles, staff director and committee counsel; Colleen McGinnis, legislative associate; and Gloria Wilson, administrative assistant.

Mr. WILLIAMS. Good morning, call the hearing to order. This is the second of the school-to work hearings conducted by the House Education and Labor Committee. The committee has already heard testimony from Secretary Reich and Secretary Riley regarding the administration's proposal.

Undoubtedly, as the legislation moves through the committee there will be amendments that evolve from this hearing. The purpose of the school-to-work legislation is to establish a national framework within which all States can create statewide school-to-work opportunity systems.

The program will build on a range of promising efforts to improve the knowledge and skill of America's youth. The bill establishes required components and goals of every school-to-work program in the Nation.

This effort includes work-based learning, school-based learning, and student-employer linkage components. One hundred million dollars was provided for school to work in the 1994 appropriations bill with $50 million of that coming from JTPA and $50 million from vocational education.

Today's hearing will focus on how can the knowledge gained from experimental school-to-work programs be used to improve this legislation. We also would like our witnesses to explore whether or not this legislation will ensure access for all students and what steps the committee can take to ensure that innovation and risk taking occur as opposed to structuring our current activities, but giving them a new name. So we look forward to hearing from our witnesses today and again on October 27 when we will again meet to hear.

Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. I am pleased to join with you in welcoming this morning's witnesses to today's hearing on school-to-work transition. As you know, I believe very strongly that we must do a better job in this Nation to meet the needs of noncollege-bound youth to prepare these students for careers with potential.

With this goal in mind, Mr. Gunderson and I introduced legislation earlier this year, H.R. 1454 the National School-To-Work Transition and Youth Apprenticeship Act of 1993 that was designed to establish a school-to-work transition system in this country to prepare youth for careers in high skill, high wage jobs, and for this reason I cosponsored the administration's School-to-Work Opportunities Act of 1993 designed to bring together partnerships of employers, educators, and others for the purpose of building a high quality school-to-work system.

As I have stated on many occasions, only 50 percent of our high school graduates or high school students go on to any form of postsecondary education, and only 25 percent of those ever receive a baccalaureate degree, and so it is important that we do something about the 75 percent if we are going to remain a competitive Nation.

While not identical, H.R. 2884 shares many of the key components of the legislation that Representative Gunderson and I authored. Both measures provide considerable flexibility at the State and local levels, allowing local communities to develop programs that meet their individual economic and labor market needs.

Both are built around partnerships at the local levels that bring employers, schools, workers and students together to design the system. Both bills require the integration of school-based and work-based learning. Both bills are designed so that the successful completion of a school-to-work program will lead to a high school diploma, a portable certificate of competency in an occupation, a certificate or diploma from a postsecondary institution if appropriate, and employment in a high skilled, high paying job.

It is a growing consensus in the country that U.S. competitiveness is directly dependent on the skills level of our workforce, and I look forward to hearing from today's witnesses on how we may craft a comprehensive school-to-work program to meet the needs of all students in this country.

Thank you, Mr. Chairman.

Mr. WILLIAMS. Thank you.

Do either of our other members have an opening statement this morning?

Mrs. Roukema?

Mrs. ROUKEMA. Mr. Chairman, I don't have a full statement. I will include some remarks in the permanent record, but I want to express my own interest in this subject. I, too, have legislation.

My legislation, I think, is far more oriented towards the education component of apprenticeship training, and I did that purposefully because I would like this to be both educationally grounded as well as simple in its administration. However, I am a cosponsor of Mr. Goodling's bill, and I certainly believe that the administration has taken a giant step forward here.

Our goals are the same, and we do want a firm and excellent apprenticeship program for our Nation's youth.

Thank you, Mr. Chairman.

Mr. WILLIAMS. Thank you.

Mr. Sawyer?

Mr. SAWYER. Mr. Chairman, I don't have an opening statement. I just wanted to thank you and Mr. Goodling for this hearing, welcome our witnesses, and to say that I am pleased to join you and so many others on our side and Mr. Goodling and our new member from New Jersey, if I read the bill right, Mrs. Roukema, as a cosponsor.

Mrs. ROUKEMA. Is that right? I hadn't noticed that.

Mr. SAWYER. Thank you, Mr. Chairman.

Mrs. ROUKEMA. I take no personal offense, and I do not categorize it as sexual harassment.

Mr. WILLIAMS. We will begin now with our first panel. I see Ms. Woolsey has come in.

Ms. Woolsey, do you have an opening statement?

Ms. WOOLSEY. Thank you, Mr. Chairman, for calling this hearing. The more we learn about school-to-work opportunities, the better off we will be when we come down to actually considering the legislation. I really applaud the administration for its effort to address the educational needs of high school graduates who may not go to college.

Half of American high school graduates do not pursue further education, yet most high schools make college-bound students the focus of their curriculum. This bill is going to give schools, businesses, and communities the Federal seed money to craft programs that link classrooms to the workplace and meet local needs for new workers and new jobs.

I have some concerns about this bill, and I am really looking forward to the testimony today because I want to know about helping only those students who are already on the path of success versus looking at students who are more at risk, and who may risk failure in the working world later if we don't do something now. I would also like to hear a little bit about opportunities that exist for young women—young women who are interested in both traditional and non-traditional occupations to see how these programs have been working in that regard. I am looking forward to hearing from our witnesses and their views on H.R. 2884.

Mr. WILLIAMS. Thank you.

Mr. Gunderson, an opening statement?

Mr. GUNDERSON. No.

Mr. WILLIAMS. Any other members have an opening statement?

[The prepared statement of Hon. Gene Green follows:]

STATEMENT OF HON. GENE GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, I would like to thank you for holding this hearing on the School-to-Work Opportunities Act. This bill will mean that for the first time the United States will have a strategy to move young people into the workforce and focus their skills on occupations that hold promise for the future.

The School-to-Work Act is the missing piece of the puzzle for many of our occupational programs in schools and in apprenticeship programs. While we have succeeded in creating many effective programs that teach skills in the schools, there has been far too little coordination with businesses to determine which skills should be emphasized and how to best prepare students for the workforce.

Our schools have too few resources available to them to keep up with the changes in technology that are shaping today's workforce. We simply must look to the private sector if we are going to allow our students to have the knowledge of current technologies and practices that they will need to be competitive.

With the growing demands of our global economy we have quickly realized the costs of falling behind. By acting to pass this bill, we can set ourselves in the right direction in becoming more competitive for decades to come. Thank you.

Mr. WILLIAMS. We will go to our panel and appreciate all of you being here. Our first panelist is Mr. Ed Pauly, who is the Senior Research Associate with Manpower Demonstration Corporation of New York. It is nice to have you here. Please proceed.

STATEMENTS OF ED PAULY, SENIOR RESEARCH ASSOCIATE, MANPOWER DEMONSTRATION CORPORATION, NEW YORK, NEW YORK; ANTONIA CORTESE, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS, WASHINGTON, DC; J. RICHARD GAINTNER, M.D., PRESIDENT AND CEO, NEW ENGLAND DEACONESS HOSPITAL, BOSTON, MASSACHUSETTS; AND RICHARD KAZIS, VICE PRESIDENT FOR POLICY AND RESEARCH, JOBS FOR THE FUTURE, CAMBRIDGE, MASSACHUSETTS

Mr. PAULY. Good morning, Mr. Chairman. My name is Edward Pauly. I am the Senior Educational Researcher for Manpower Demonstration Research Corporation, MDRC. MDRC is a nonprofit organization that studies promising social policies aimed at improving the economic well-being of disadvantaged Americans.

I want to begin by commending you, Mr. Chairman, for convening these hearings and for your commitment to this important area of legislation and the other committee members, as well, of both parties for their efforts to improve the school-to-work transition.

Now, I would like to summarize my statement. MDRC is currently completing a major case study analysis of 16 school-to-work programs in 12 States, including all of the major types of school-to-work approaches that the School to Work Opportunities Act is intended to support. We studied youth apprenticeship programs, career academies, tech-prep programs, occupational academic cluster programs, like those the State of Oregon has mandated, and restructured vocational education.

All of the programs that we studied combine occupation-related instruction in high school with work-based learning provided by local employers. We visited each program twice for several days, and we interviewed teachers, employers, students, and parents. We observed classes and workplace activities, and we tried to learn as much as we could about how the programs worked and the lessons that they have learned.

These 16 programs are providing high school students with new learning opportunities by linking occupational-related academic instruction in school with experiential learning in the workplaces. However, it does remain to be seen whether these and other school-to-work programs can expand sufficiently to serve large numbers of students and how effective they will be in preparing young people for postsecondary education, training, and employment.

Briefly, there are six important policy and operational recommendations that we think are supported by our case studies and that might be considered by the Congress as it takes action on the proposed legislation. First, we found that the school-to-work programs in our study not use pure school-to-work program approaches. Instead, they chose components from many models to suit local circumstances.

Their experience showed that allowing programs to build flexibly on local resources and local opportunities can produce high quality programs. However, our study also found that the case study programs share some important core elements which might be considered as the Congress seeks ways to assure the quality of school-to-work programs.

These core elements included, first, integrating academic and vocational learning in major high school courses, strong instructional programs that increase the number of math and science courses that students take, well-designed workplace learning experiences with written training agreements and careful monitoring to assure quality, extra support for students in school and at work through such means as school-within-a-school organizational models and critically, we believe, starting the program by grade 9 or 10 before at-risk students have dropped out or become disengaged from school.

Our case studies found these support features to be far more important elements of school-to-work programs than had previously been believed. Another element was the use of career exploration and careful preparation for workplace experiences, so we recommend that Federal policy should promote these common themes and core elements and should not prescribe a specific program model.

Second, we found that a wide variety of students are participating in school-to-work programs, including disadvantaged and low-achieving students without creating operational difficulties for the programs. We conclude from this that it is feasible for programs to serve a broad cross-section of students, including disadvantaged and low-achieving students, and we found several strategies that are being used to serve these students effectively and that the committee might consider.

First, programs should start in the earliest high school grades. If programs wait until grade 11 to start, they will have lost a substantial chunk of students who could really benefit from these programs. In addition, technical assistance on effective methods of teaching a broad range of youth, including low-achieving youth, can be beneficial to these programs. Local programs should be encouraged to market themselves to a broad range of students and to use open admission of all interested students rather than screening students to admit only higher achieving students.

We found that most of the case study programs had decided for themselves that this was the best way to gain support across the board in their schools. Local programs should prepare students for work-based learning to make sure that students are ready for the workplace. We really found that satisfying employers and serving at-risk students need not be irreconcilable goals as they are often perceived to be.

Third, the experience of the school-to-work programs in our study provides strong evidence that new programs have to work hard to recruit additional employers and to expand the commitment of those now participating. To achieve this end we found that intermediary organizations such as chambers of commerce and industry groups have excellent connections and can help recruit employers.

Fourth, we found that extra resources, including, obviously, time donated by educators and employers, but also funding are needed to start and maintain school-to-work programs. If school-to-work programs are to be successfully implemented, funding must be found for program coordinators, assistance for employers in designing and supervising students activities and creating in schools integrated academic and vocational learning.

Fifth, we found that if students are to make informed decisions about the kind of work-based learning experiences that are appropriate for them, they need information on the opportunities and requirements of occupations in many different occupations. They need that exposure before they enter an intensive and expensive training program.

Finally, our findings lead us to recommend that Federal policy should provide significant resources for developing and making available technical assistance information on innovative and promising school-to-work programs and particularly on approaches that can benefit a broad range of students, including disadvantaged and low-achieving students.

With these suggestions we think the School-to-Work Opportunities Act will send a strong signal that change can occur in how we educate and prepare young people for work. I want to thank the committee for taking this time to hear our suggestions.

[The prepared statement of Mr. Pauly follows:]

EDWARD PAULY

SENIOR RESEARCH ASSOCIATE

MANPOWER DEMONSTRATION RESEARCH CORPORATION

Good morning. My name is Edward Pauly, and I am senior education researcher for the Manpower Demonstration Research Corporation (MDRC). MDRC is a nonprofit organization with 19 years' experience developing and field-testing promising social policy initiatives to improve the economic well-being of disadvantaged Americans. I appreciate having the opportunity to provide the Subcommittee with information and findings from MDRC's research that are related to the proposed School-to-Work Opportunities Act of 1993.

MDRC is currently completing a major case-study analysis of 16 school-to-work programs in 12 states. The study was supported by The Commonwealth Fund, the DeWitt Wallace-Reader's Digest Fund, and the Pew Charitable Trusts, and was conducted in collaboration with Jobs for the Future, Workforce Policy Associates, and BW Associates. The General Accounting Office's September, 1993, report on state school-to-work initiatives points out that "information on "lessons learned" is not often collected or available" on the experiences of local school-to-work programs. MDRC's study and my testimony today contain information on the lessons learned from 16 programs from across the United States.

The School to Work Opportunities Act of 1993, and other related bills that have been introduced in Congress, respond to two urgent, interrelated problems: the deteriorating economic prospects facing the majority of young people who do not receive a 4-year college degree; and the lack of a coherent education and training system that leads to good-paying jobs with career potential for these students. Seen in a broader perspective, these problems are likely to damage the United States' competitive position in the international marketplace, and to bring economic hardship to many American families, unless we act to solve them. Others have presented the evidence on these issues, so I will not repeat it. The need for action is clear; the question facing the Congress is how to craft a response that can meet the need.

The Administration's School-to-Work Opportunities Act of 1993 presents a coherent strategy for helping states and localities build a national system to help our young people make the transition from school to productive employment. The lessons that MDRC has learned from the schools and employers that participated in our study are consistent with many of the provisions of the School-to-Work Opportunities Act. As Chairman Williams has requested, my testimony today will center on several areas in which the lessons from MDRC's study of existing school-to-work programs suggest ways to strengthen the bill and to increase the likelihood that states and localities will build strong programs.

Background: MDRC's Study of School-to-Work Programs

MDRC's case studies examined 16 local programs, including all of the major types of school-to-work approaches that the proposed legislation is intended to support: youth apprenticeship programs, career academies, tech prep programs, occupational-academic cluster programs, and restructured vocational education programs. All of the programs combine occupation-related instruction in high school with work-based learning provided by local employers. The programs and their locations are shown on the attached map.

The study's goal is to answer some of the major questions that policymakers are asking about school-to-work programs: What are the core elements needed to develop and expand school-to-work programs? Is it possible to serve a broad cross-section of students in these programs, including disadvantaged and low-achieving students? What are employers' roles in the programs, and what are their reasons for participating? What do the programs cost? What lessons can these programs offer to other communities that want to develop and implement new school-to-work programs? To answer these questions, the research team conducted two rounds of field visits to each of 16 school-to-work programs. The research team interviewed teachers, employers, students, parents, and other key participants; we observed classes and workplace activities; and we documented the information we obtained in a report that MDRC will release later this fall.

These 16 school-to-work programs are providing high school students with new learning opportunities by linking occupation-related academic instruction in school with experiential learning in workplaces. However, it remains to be seen whether these and other school-to-work programs can expand to serve large numbers of students, and how effective the new programs will be in preparing young people for post-secondary education, training, and employment.

Some of Chairman Williams's questions cannot be answered using information from existing school-to-work programs; for example, since the proposed skill standards have not been developed yet, existing programs adherence to such standards cannot be directly assessed. However, the experiences of our 16 case study programs provides a great deal of information that is directly related to the concerns stated by the Chairman. Specifically, there are six important policy and operational recommendations that we believe should be considered by the Congress as it takes action in the School to Work Opportunities Act.

1. How can the legislation promote local flexibility and creativity while assuring program quality? Are the three required program components specific enough?

The School-to-Work Opportunities Act calls for support for a variety of program models, provided that programs contain three basic components: school-based activities integrating academic and vocational instruction, work-based activities, and activities linking these two. Local programs are allowed to meet these requirements in many different ways, including such diverse approaches as youth apprenticeships, career academies, and restructured vocational education.

The legislation's approach is broadly consistent with the findings of MDRC's case studies, which showed that instruction that is directly relevant to students' school-to-work transition can be provided through several different program approaches. We found that the school-to-work programs in MDRC's study used a variety of program approaches, chosen to suit local circumstances. In other words, they created customized programs, rather than using pure approaches that conform to experts' prescriptions. For example, we found tech prep programs that added a work experience in the technical field that students have studied, and we found career academies that were upgrading their work internships to resemble the high-tech training typical of youth apprenticeship programs. These programs are dynamic, adding components and evolving over time.

The case studies show that allowing programs to build flexibly on local resources and opportunities can produce high-quality programs. Flexible guidelines enable programs to include more students, since communities differ in the resources that they can use to provide services. However, MDRC's study also found that the case study programs share some important core elements, which might be considered as the Congress seeks ways to assure the quality of state and local school-to-work programs. The core elements include the following:

- the *integration of academic and vocational learning* in school
- *strong instructional programs* that increase the number of science and math courses that students take
- well-designed *workplace learning* experiences that provide students with opportunities to participate in skilled, high-tech tasks and to observe a range of demanding occupations and the complex problem-solving processes they require
- *extra support for students* in school and at work, to link students closely to a small, stable group of adults and peers who know them well and can help them master demanding material; support was provided through teacher-student clusters, school-within-a-school organizational models, starting the program by grade 9 or 10, and providing frequent check-ups and support for students' workplace experiences; the case studies found this to be a far more important element of school-to-work programs than previously believed
- *career exploration and careful preparation for workplace experiences*, to help students make informed choices as they decide on the occupational training that they want, make valuable contributions to their workplace, and create strong links between in-school activities and workplace learning

Some of these core program elements, such as the requirement for a well-designed workplace learning experience for students and for the integration of academic and vocational instruction in school, are part of the Administration's bill. Others are not. The experience of MDRC's case study programs suggests that the draft legislation might be made somewhat more specific in order to increase the likelihood that state and local programs will strive to go beyond the status quo.

MDRC's findings show the value of allowing localities to design their own programs, drawing on the best available advice and experience, while simultaneously requiring them to include core elements that give students the skills they need for post-secondary education, training, and employment.

***Recommendation*:** Federal policy should promote common themes and core elements but should not prescribe a specific program model. Core elements should include the integration of academic and occupational learning in school; strong instruction in math, science, and communication; workplace learning; extra support for students in school and at work, such as through school-within-a-school instruction; career exploration; and careful preparation of students for their workplace experiences. Localities should have the flexibility to customize their own school-to-work strategy as long as the core principles are adhered to.

2. Does the legislation assure that all students, including disadvantaged and low-achieving students, will have access to school-to-work programs?

The School-to-Work Opportunities Act requires state applications for funding to include plans for serving low-achieving students and school dropouts, stresses the need to involve community-based organizations in developing school-to-work programs for all youth, and provides for direct grants to programs in high poverty areas.

MDRC's study sought to gather information on whether it is feasible for school-to-work programs to include a wide range of high school students, including disadvantaged and low-achieving students, among those served. The research team examined case study programs that set out to serve diverse kinds of students; while these programs are not statistically representative of all school-to-work programs in the U. S., they do provide information on the feasibility of providing services to a diverse student group.

We found that a wide variety of students participate in school-to-work programs, including disadvantaged and low-achieving students. We conclude from this finding that it is feasible, and we believe desirable, for programs to serve a broad cross-section of students, including disadvantaged and low-achieving students. Programs achieved this diversity in several ways: by opening the program to all interested students, and accepting students based on their interest; by using innovative, hands-on instructional methods that help students learn in new ways; by providing extra support and attention for students, such as through school-within-a-school instruction, so that each student's learning needs can be identified and met; and by starting the program in grade 9 or 10, before students have become disengaged from school and are at risk of failure. A strength of many programs is their use of instructional methods that help all students learn, including students who have not succeeded with traditional instruction: team projects, hands-on activities, instruction in problem-solving skills, and experiential learning with work-related applications got students and teachers excited about learning.

In addition to preparing students for employment, these programs enable students to meet college entrance requirements and to prepare for other post-secondary options. Consequently, the programs have not been stigmatized as remedial, low-track, or second-rate. Program staff reported little difficulty in working with relatively low-achieving and disadvantaged students, demonstrating the feasibility of including these students in school-to-work programs. Arguments that disadvantaged and low-achieving students are not able to benefit from high-quality school-to-work programs were not supported by the field research.

We support the provisions of the School-to-Work Opportunities Act that encourage states and localities to serve disadvantaged and low-achieving students. If they are not included in these new initiatives, they will only fall farther behind their peers, become increasingly isolated and disillusioned, and risk dropping out. *The following suggestions can help school-to-work programs serve educationally and economically disadvantaged students:*

- *Programs should start in the earliest high school grades.* While this is permitted under the proposed legislation, the requirement that programs start by grade 11 may become the norm rather than a minimum standard. MDRC's research found that 11 of the 16 programs start in grade 9 or 10, in order to reach students before they fall behind, motivate them, and help them succeed in the math and science courses they need for high-tech jobs. Four programs actually changed from starting in grade 11 or 12 to starting in grade 9 or 10, to reach students earlier in their high school career. School-to-work programs that start early can do a better job of helping a wide range of students succeed in school and at work.

- *States should offer localities technical assistance on effective methods of including low-achieving youth in school-to-work programs.* This could include training for staff on how to identify and work on students' learning problems before they become severe, training in instructional methods that are likely to be more effective for low-achieving students (such as one-on-one tutoring, hands-on assignments, cooperative learning, applications-based instruction, and computer software "tutors"), and information on how to use after-school, Saturday-school and summer programs to provide extra services.

- *Local programs should be encouraged to place few limitations on students' eligibility, market themselves to a broad range of students, and use open admission (that is, allowing all interested students to enroll) rather than screening students to select high achievers for admission to the program.* MDRC found that most of the case study programs use open eligibility and open admission policies, without undermining program quality.

- *Local programs should be encouraged to prepare students for work-based learning and assure that they have basic work readiness skills before they are assigned to work placements.* Satisfying employers and serving at-risk students need not be irreconcilable goals, as they are often perceived to be. Effective workplace-preparation activities can include work-readiness and career exploration workshops, classroom preparation, group visits to worksites, speakers from the employer community, dress-for- success days, and skills training.

The case studies provide clear evidence that programs can serve diverse kinds of students, including low-achieving students, and that programs can taken concrete action to provide effective instruction for all students. This evidence suggests the feasibility of a national school-to-work system that serves a broad cross-section of students.

> ***Recommendation:*** Federal and state policymakers should support the goal of including disadvantaged and low-achieving students in school-to-work programs, with technical assistance so that this goal can be achieved in practice.

3. What can the legislation do to expand employers' involvement in school-to-work programs?

The experience of the school-to-work programs in MDRC's study provides strong evidence that new programs have to work hard to recruit additional employers and to expand the commitment of those now participating. We found that few participating employers have provided more than three work-based learning slots for students. This reflects the fact that the development of school-to-work programs is at an early stage. In addition, employers told the research team that they face significant costs in supervising and training students. Consequently, to provide large numbers of high school students with intensive work-based learning, there must be a major effort to recruit more employers and to persuade currently-participating employers to expand their commitment.

Because providing lengthy and intensive training and instruction in workplaces requires a high degree of commitment from employers, it may only be possible to offer this kind of program to a small number of students, at least for several years. Consequently, programs are likely to face a trade-off between providing intensive work-based learning for a few students, and rapidly expanding programs to serve large numbers of students with less intensive internships.

Recruiting employers is a demanding and time-consuming task for program staff. Local programs should allocate substantial time to recruiting and assisting employers to develop and maintain high-quality workplace activities for students in school-to-work programs.

The study found considerable variation in the quality of work-based activities for students; this underscores the need to help employers create and maintain good programs. Technical assistance and employer training are particularly valuable resources for employers who have little experience working with teenage employees.

Intermediary organizations such as chambers of commerce, business and professional groups, and trade associations have made crucial contributions to many of the case study programs. They have *been particularly effective in recruiting employers to provide workplace learning experiences for students, because of their strong relationships with local employers.*

> ***Recommendation:*** Policies should strongly support the involvement of employers and employer-led associations in recruiting employers to collaborate in school-to-work programs, and in identifying needed training and assistance for participating employers. Consideration should be given to experimenting with incentives, including financial incentives, to increase employers' participation.

4. How can information on the costs of existing programs be utilized in the legislation?

The experience of the 16 school-to-work programs in MDRC's study showed that extra resources – intensive time commitments from educators and employers, and funding – are needed to start school-to-work programs and to provide ongoing support for their core components. The commitments of time and energy that are needed to initiate and operate school-to-work programs must come from concerned educators and employers across the nation. Funding must come from federal, state, and local governments, and from private sector partners. In the case study programs, the funding issues were somewhat different for programs' *start-up costs* and their *ongoing operating costs.*

The *start-up costs* of the case study programs were met by reallocating existing resources and by obtaining demonstration funding. A few programs used existing funding, to keep new expenditures low; a second group budgeted $10,000 to $50,000 for staff time to plan the program and develop materials, and for basic equipment; and a third group budgeted $100,000 to $200,000 for a more extensive planning process, hiring a program coordinator to recruit and work with employers, staff time for new curriculum development, staff training, and equipment. Start-up costs depended on the amount of planning, curriculum development, training and assistance for employers, and the size of the program.

School-to-work programs' *operating costs* are affected primarily by their use of staff. Major expenditures by schools often included hiring a program coordinator, reducing the number of students per teacher, and paying school staff for their planning time and for visits to workplaces to obtain information for preparing occupation-related lessons. Some schools relied on donated staff time, while other programs spent up to $1500 per student per year for additional school staff and smaller class sizes. Employers donated the staff time used for supervising and training students. The cost of this time depended on the amount of training each student received, which varied considerably among programs. Although only limited cost information is available from employers, the value of their contributions may amount to $1000-2000 per student when programs are new, and could fall when programs reach a steady state. Students' wages, usually paid by employers, were an additional expense. Some programs used JTPA and summer youth employment funding for students' wages. Students' compensation varied, based on the number of hours worked and hourly wage levels.

Funding for a program coordinator appeared to be a particularly valuable investment for many programs. Program coordinators recruited employers, helped employers design workplace learning experiences for students, monitored the quality of students' workplace experiences, helped teachers integrate academic and occupational instruction in school, provided extra support for students, and handled the complicated scheduling and transportation problems of getting students to their workplaces. Without the program coordinator's work, the school and employer staffs would have been overloaded, and would have faced severe and perhaps insuperable difficulties in launching a program while doing their regular jobs.

Another important use of funds is for developing and adapting new experiential learning activities. This requires teachers to visit workplaces, interview skilled workers and supervisors, and learn about their program's occupational field. It will be difficult or impossible for teachers to use the new instructional methods effectively without a substantial amount of preparation time. Funding to enable teachers to learn the ideas and methods necessary to teach experiential lessons will be a key part of many school-to-work programs.

The funding that is being proposed for the School-to-Work Opportunities Act is not intended to pay the start-up and continuing costs of new programs throughout the nation. Instead, the funding is intended to leverage the use of existing resources from the Perkins Vocational Education Act, JTPA, and state education funds, and to encourage additional funding commitments from states and localities. The states differ considerably in the ways that they use Perkins Act, JTPA, and other funds; this means that the particular funding sources that will be tapped for school-to-work programs are likely to differ among the states. Policymakers may need to observe the new school-to-work programs for a period of time before their appropriate level of funding becomes clear; changes in the appropriations for the Perkins Act and other funding sources can be considered then, if necessary.

However, if school-to-work programs are to be successfully implemented, funding must be found for key components such as program coordinators, assistance for employers in designing and supervising students' work-based activities, and the creation of integrated academic and vocational learning. Simply reallocating existing funds will probably not suffice to provide these components for a large number of high school students.

> ***Recommendation***: Federal and state policymakers can expedite the process of creating school-to-work programs by leveraging needed start-up funding and ongoing operating funding. Funding is needed to pay the cost of developing new in-school and workplace instruction, training employers in supervising students, and hiring a program coordinator. Expanding and maintaining school-to-work programs will require additional funds from federal, state, and/or local sources.

5. How can information on the sequencing and career exposure components of existing programs be utilized in the legislation?

High-tech work-based learning opportunities are expensive for employers to provide and are likely to be in scarce supply for the foreseeable future. MDRC's study found that in some programs, students started a workplace learning activity with little knowledge about occupations in the industry, and a substantial fraction of these students soon left, causing frustration among the employers and wasting valuable learning opportunities.

If students are to make informed decisions about the kinds of work-based learning experiences that are appropriate for them, and if they are to avoid making a premature occupational choice, they need information on the opportunities and requirements of occupations in many different industries. Some of the case study programs provide highly developed career exposure activities and counseling. Activities include workplace visits, discussions with adults about the nature of their careers and the work that they perform, and lessons on the educational and training requirements of various occupations. This information can reduce dropping out of expensive technical training programs such as those provided by youth apprenticeships and community colleges.

A sequential school-to-work program might begin in grade 9 or 10 with integrated academic and occupational learning, career exposure instruction, and workplace visits. In grade 11 or 12, students could choose a work-based learning experience based on their earlier career exploration, while taking advanced courses and participating in technical training. Post-secondary training can be used to complete students' preparation for high-tech occupations.

> ***Recommendation:*** A sequential system starting with career exposure and leading to specialized training for interested students will use scarce training opportunities efficiently. School-to-work programs should be sequentially organized, should provide students with full information about the careers that they are considering pursuing, and should expose them to those careers through workplace visits, *before* students enter an intensive and expensive training program in the workplace or a community college.

6. How can the legislation stimulate innovation and risk-taking?

The ability of local schools and employers to develop and implement innovative school-to-work programs will depend directly on the availability of technical assistance to states and localities, to reinforce the key provisions in the legislation. Passing legislation is an important first step, but the larger challenge will be to implement the new programs and move beyond business as usual. Technical assistance is vital for transforming the educational experiences of students, involving a broad cross-section of students in the programs, helping employers design and implement workplace learning, and leveraging resources to their full potential.

Existing school-to-work programs can serve as technical assistance resources for new programs. The pioneers' knowledge about innovative instructional methods, ways of helping low-achieving students succeed in school-to-work programs, and effective means of recruiting and assisting employers can provide an invaluable source of ideas and encouragement to the school-to-work movement.

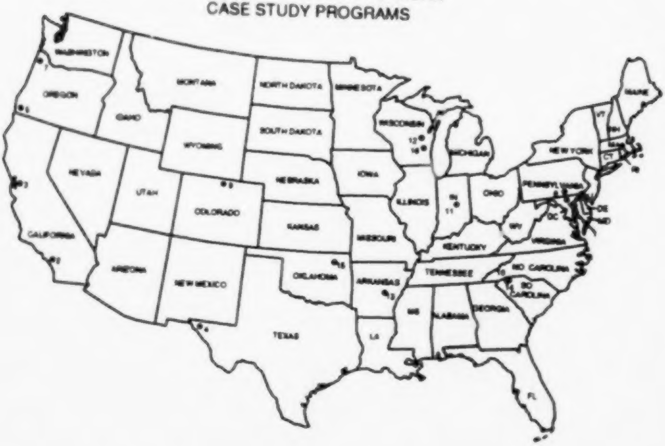
> ***Recommendation:*** Federal policy should provide significant resources for developing technical assistance information on innovative and promising school-to-work

approaches, and particularly on approaches that can benefit a broad cross-section of students, including disadvantaged and low-achieving students. This information should be made widely available to states and localities working to develop and implement school-to-work programs.

Conclusion

With these suggestions for strengthening the School to Work Opportunities Act, it will send a powerful signal to the education system and employers that change is needed in how this country educates and prepares its young people for work. The experiences of the programs included in MDRC's study demonstrate the feasibility of combining school-based and work-based learning, and including disadvantaged and low-achieving students in school-to-work programs. They also provide information on the resource requirements of these programs and on the implementation issues facing participating schools and employers. The economic well-being of the next generation of families and the economic future of the country hinge on schools' ability to adapt and transform classrooms into dynamic learning environments for a broad range of students, on business partners' willingness to come forward in large numbers and commit to sharing in the training of young people, and on students' decision to become more engaged in school and achieve academic and occupational competencies.

LOCATION OF SCHOOL-TO-WORK CASE STUDY PROGRAMS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Career Academies

1. Academy of Finance, Lake Clifton/Eastern HS, Baltimore MD - broad preparation for varied financial occupations
2. King-Drew Medical Magnet HS, Los Angeles CA - broad preparation for varied health occupations
3. Health and Bioscience Academy, Oakland Technical HS, Oakland CA - broad preparation for varied health occupations
4. Socorro High School for the Health Professions, Socorro HS, El Paso TX - broad preparation for varied health occupations

Occupational/Academic Cluster Programs

5. Crater HS, Central Point OR - business, social services, ecology schools-within-a-school
6. Dauphin County Technical School, Harrisburg PA - academic courses tied to vocational training shops
7. Roosevelt Renaissance 2000, Roosevelt HS, Portland OR - career exploration, six occupational pathways

Restructured Vocational Education Programs

8. Rindge School of Technical Arts, Cambridge MA - integrated academic/vocational education, school-based enterprises
9. Professional and Career Education, Poudre R-1 School District, Fort Collins CO - career exploration, varied brief internships

Tech Prep Programs

10. Pickens County School District, Easley SC - electives in applied academics
11. Ben Davis High School, Wayne Township (Indianapolis) IN - sequence of applied academic courses, teacher-student clusters

Youth Apprenticeship Programs

12. Fox Cities Printing Youth Apprenticeship, Appleton WI - technical and job skills training in printing
13. Metropolitan Vocational Center, Little Rock AR - technical and job skills in training in health, heating/ventilation
14. Pickens County School District, Easley SC - technical and job skills training in electronics
15. Craftmanship 2000, Tulsa OK - technical and job skills in metalworking
16. West Bend Printing Youth Apprenticeship, West Bend WI - technical and job skills training in printing

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Ms. WOOLSEY. [presiding] Thank you, Mr. Pauly. Antonia Cortese, Vice President of the American Federation of Teachers, Washington, DC. Welcome.

Ms. CORTESE. Thank you. Not only am I Vice President of the American Federation of Teachers, I am also Vice President of New York State United Teachers and a Vice President of the New York State ALF–CIO, and I also am serving on the committee that is developing our State proposal to submit under this Act.

I want to thank you for inviting us here this morning and to indicate that the American Federation of Teachers supports the concepts and many of the provisions of H.R. 2884. This legislation can make significant strides in addressing at least two important issues.

First, how best to prepare the next generation of workers for a changing economy; and secondly, how best to ease the long and unstructured paths that our youth currently take in their search for meaningful jobs and careers.

Just to summarize some of the testimony that is contained in the formal part, I wanted to mention some areas that I think possibly could be improved in this initiative. First of all, I think we are all aware that there is no formalized school-to-work transition in this country. College-bound students have a much easier route to follow, but in providing one, I think that we need to be aware of and make sure that we have a systemic approach to school-to-work transition, that it is not an add-on, number one, and that it is not viewed as something less than those who are college bound, so I think there is a need for high skilled placements for students. I think that will remove some of the stigma that now exists with a lot of our vocational programs.

I think that work-based programs need to be coordinated with academic programs. They need to be integrated. That may take different approaches to how we restructure our schools, and that we avoid the appearance and the reality of making this somehow a tracking of students and do that by also enforcing the same high standards we expect in the academic base portion of the program into the job opportunities placement.

I think also that we can learn from past reform efforts by ensuring teacher involvement and making sure that it is a requirement of State planning. I know in our State the Lieutenant Governor's office is very happy that the teachers are involved. I think that ought to be so in every State, that teachers are involved in the local partnerships.

When teachers are not involved, what happens is that since we are the implementers of the plan, that there is an old saying that practice influences policy more than policy influences practice, and that leads me into my third point which is the fact that we ought to look at the legislation in terms of mandating the need for curriculum and staff development.

I know it is an optional activity, but I can't overly stress the importance of having school personnel and workplace personnel trained in the goals of the program, in the strategies, and what some of the basic transitional skills are. The other thing that I think is extremely important is that we begin to look at this as not just an 11th grade activity. I think that many of the things that will ensure systemic reform have to be started much earlier than the 11th grade. As a matter of fact, probably in kindergarten where you start doing job awareness and that that certainly opens up the doors to a lot of people who might have been precluded from feeling that they could be included in certain occupations.

I want to applaud you for the provisions that allow for local programs to be funded individually and to offer a suggestion that the targeted amounts for high poverty areas be geographically distributed and that they also cover not only large urban districts but very small districts. Just to sum up, the AFT is very much in support of this piece of proposed legislation, and we will look forward to working with you to seeing it implemented, and I would be happy to answer any questions.

[The prepared statement of Ms. Cortese follows:]

TESTIMONY OF ANTONIA CORTESE
VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS, AFL-CIO
BEFORE THE HOUSE SUBCOMMITTEE ON LABOR-MANAGEMENT RELATIONS
OCTOBER 20, 1993

GOOD MORNING, I AM ANTONIA CORTESE, VICE PRESIDENT OF THE AMERICAN FEDERATION OF TEACHERS AND VICE PRESIDENT OF THE NEW YORK STATE UNITED TEACHERS. ALSO, I SERVE AS VICE PRESIDENT OF THE NEW YORK STATE AFL-CIO.

THE ISSUE BEFORE THE COMMITTEE, THE CREATION OF COMPREHENSIVE SYSTEMS FOR THE TRANSITION OF YOUTH FROM SCHOOL INTO CAREERS, IS ONE THAT IS OF GREAT CONCERN TO OUR MEMBERS. THE AFT REPRESENTS OVER 830,000 MEMBERS WHO ARE TEACHERS AND PARAPROFESSIONALS IN SCHOOLS, HIGHER EDUCATION STAFF, PUBLIC EMPLOYEES AND STAFF IN THE HEALTH PROFESSIONS. WE ARE APPRECIATIVE THAT THE MEMBERS OF THIS COMMITTEE AND THE ADMINISTRATION HAVE RECOGNIZED THE NEED FOR GREATER FEDERAL ATTENTION TO SUPPORT STUDENTS' MOVEMENT FROM SCHOOL INTO PRODUCTIVE AND REWARDING WORK LIVES.

FEW ISSUES ARE MORE CRITICAL TO OUR NATION'S WELL-BEING THAN THE STATE OF OUR EDUCATION SYSTEM AND ITS ABILITY TO PREPARE STUDENTS FOR MOVEMENT INTO MEANINGFUL, HIGH-SKILL, HIGH-WAGE JOBS. H.R. 2884, THE SCHOOL TO WORK OPPORTUNITIES ACT OF 1993 MAKES IMPORTANT STEPS TOWARD ADDRESSING THESE ISSUES, AND AFT COMMENDS THIS COMMITTEE'S BI-PARTISAN SUPPORT OF THE BILL. WE ARE GRATEFUL FOR THE OPPORTUNITY TO PRESENT OUR VIEWS ON H.R. 2884, AND REQUEST THAT OUR WRITTEN STATEMENT BE ENTERED INTO THE RECORD.

MR. CHAIRMAN, AFT SUPPORTS THE CONCEPT AND MANY OF THE PROVISIONS OF H.R. 2884. THIS LEGISLATION CAN MAKE SIGNIFICANT STRIDES IN ADDRESSING AT LEAST TWO IMPORTANT ISSUES, FIRST OF HOW BEST TO PREPARE THE NEXT GENERATIONS OF WORKERS FOR A CHANGING ECONOMY AND, SECOND, HOW BEST TO EASE THE LONG AND UNSTRUCTURED PATHS THAT OUR YOUTH CURRENTLY TAKE IN THEIR SEARCH FOR MEANINGFUL JOBS AND CAREERS.

FIRST, THE RESTRUCTURING OF THE U.S. ECONOMY TO INCREASE ITS INTERNATIONAL COMPETITIVENESS IS RESULTING IN THE LOSS OF LOW-SKILL, LOW-WAGE JOBS, THE REORGANIZATION AND UPGRADING OF TASKS THAT WORKERS PERFORM, AND CONTINUAL CHANGES IN THE TECHNOLOGY THAT WORKERS MUST USE. THESE CHANGES POINT TO AN INCREASING NEED FOR ENTRY LEVEL WORKERS WHO POSSESS MORE COMPLEX ACADEMIC AND OCCUPATIONAL SKILLS, HIGHER-ORDER THINKING, REASONING AND PROBLEM-SOLVING SKILLS, GREATER FLEXIBILITY TO ADAPT TO CHANGING TASKS AND TECHNOLOGIES, AND THE ABILITY TO BENEFIT FROM CONTINUAL LEARNING, BOTH ON THE JOB AND IN FORMAL SETTINGS, SUCH AS POSTSECONDARY INSTITUTIONS. THOSE SKILLS THAT WE HAVE TRADITIONALLY THOUGHT OF AS "PURELY ACADEMIC," ARE BECOMING INCREASINGLY CRUCIAL TO WORKPLACE PERFORMANCE AND PRODUCTIVITY.

MR. CHAIRMAN, ALTHOUGH THESE TRENDS ARE VISIBLE, THE RATE OF CHANGE IN WORK PLACES IS NOT NEARLY WHAT IT OUGHT TO BE. EDUCATION AND TRAINING REFORM ALONE WILL NOT BE SUFFICIENT. WE MUST ALSO MAKE A NATIONAL COMMITMENT TO FULL EMPLOYMENT STRATEGIES, COUPLED WITH APPROACHES THAT WILL ENCOURAGE GREATER NUMBERS OF EMPLOYERS TO PROVIDE HIGH-SKILL JOBS. THE NEED FOR THESE ADDITIONAL STRATEGIES, HOWEVER, SHOULD IN NO WAY LIMIT OUR MOVEMENT TOWARD REFORM THAT PREPARES STUDENTS FOR PRODUCTIVE WORK. WHEN GREATER NUMBERS OF THESE JOBS ARE AVAILABLE, OUR EDUCATION AND TRAINING SYSTEM MUST BE PREPARED TO SEND STUDENTS WHO CAN MEET THEIR SKILL DEMANDS. THIS WILL MEAN PREPARING ALL STUDENTS FOR IMMEDIATE EMPLOYMENT AND FOR FURTHER EDUCATION AND TRAINING.

THE SECOND, BUT RELATED PROBLEM THAT THIS LEGISLATION CAN ADDRESS HAS TO DO WITH EASING OUR YOUNG PEOPLE'S PATHS TO PRODUCTIVE EMPLOYMENT. YOU SEE, WHILE THE PROBLEM OF ACTUALLY GETTING JOBS IS A REAL ONE FOR A MINORITY OF OUR YOUTH, FOR MOST, IT IS NOT THE MOST SIGNIFICANT PROBLEM. RECENT STUDIES INDICATE THAT THE VAST MAJORITY OF OUR STUDENTS ARE EMPLOYED DURING THEIR HIGH SCHOOL CAREERS. THE PROBLEM IS THAT THEIR EMPLOYMENT DURING HIGH SCHOOL AND FOR A FULL DECADE AFTER HIGH SCHOOL TENDS TO BE IN LOW-SKILL, DEAD-END JOBS. THEY MOVE FROM ONE LOW-SKILL JOB TO ANOTHER UNTIL THEIR MID-TO-LATE TWENTIES. ALL YOUTH NEED SOME OPPORTUNITIES TO EXPLORE CAREER OPTIONS, BUT FOR MOST THIS DECADE LONG PERIOD IS AN UNSTABLE ONE, IN WHICH THEY NEVER REALIZE THEIR POTENTIAL TO BE FULLY PRODUCTIVE CITIZENS. THIS SITUATION IS AN INTOLERABLY WASTEFUL ONE FOR THESE INDIVIDUALS AND FOR OUR NATIONAL ECONOMY. ONE OF THE GREATEST CONTRIBUTIONS THAT THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993 CAN MAKE IS TO SHORTEN THE DURATION THAT YOUNG PEOPLE SPEND SEARCHING, UNSUCCESSFULLY, FOR GENUINE CAREER OPPORTUNITIES. ALL OF OUR MAJOR ECONOMIC COMPETITORS HAVE SUCH SYSTEMS IN PLACE, AND THIS LEGISLATION CAN BEGIN OUR MOVEMENT TOWARD A NATIONAL SYSTEM.

THERE IS NOTHING MORE CRUCIAL IN THIS LEGISLATION THAN ITS INTENT TO ADVANCE REFORM OF PUBLIC EDUCATION BY SUPPORTING SCHOOL-TO-WORK SYSTEMS THAT WOULD MEET THE GOALS OF PREPARING YOUTH FOR CAREER PATHS IN HIGH-SKILL, HIGH-WAGE JOBS AND INCREASING THEIR OPPORTUNITIES FOR IMMEDIATE WORK, AND FURTHER TRAINING AND EDUCATION. THEREFORE, WE STRONGLY SUPPORT H.R. 2884 PROVISIONS THAT TIE SCHOOL-TO-WORK PROGRAMS TO THE NATIONAL GOALS ADOPTED BY EACH STATE AND THE HIGH ACADEMICS ASSOCIATED WITH THOSE GOALS. REQUIRING THAT STUDENTS IN SCHOOL-TO-WORK PROGRAMS MEET THE SAME HIGH ACADEMIC STANDARDS -- TIED TO MEANINGFUL ASSESSMENTS -- AS THOSE REQUIRED UNDER THE GOALS 2000 LEGISLATION IS AN IMPORTANT COMPONENT OF H.R. 2884. HOWEVER, THESE PROVISIONS SHOULD BE STRENGTHENED BY REQUIRING THAT THE WORK-BASED COMPONENT BE PLANNED AND COORDINATED TO DELIVER THE SAME HIGH STANDARDS. THE WORK-BASED COMPONENT SHOULD BUILD UPON, REINFORCE AND SUPPORT HIGH ACADEMIC AND OCCUPATIONAL SKILLS TAUGHT IN SCHOOLS.

CONSIDER A STUDENT ENROLLED IN FIRST YEAR ALGEBRA, A GATEWAY COURSE FOR ADMISSION TO A FOUR YEAR COLLEGE AND TO MANY EMERGING TECHNICAL JOBS. OUR STUDENT IS PLACED IN A WORK PLACEMENT FOR, SAY 1 AND 1/2 DAYS PER WEEK, BUT THIS PLACEMENT ONLY REQUIRES FIFTH GRADE ARITHMETIC SKILLS. SUCH A PLACEMENT WILL NOT BUILD UPON MATHEMATICS BEING TAUGHT IN SCHOOL, AND, IN FACT, WILL LIKELY REDUCE THE TIME THAT OUR STUDENT WILL SPEND MASTERING HIGHER LEVEL MATH. SCHOOLS' EFFORTS TO TEACH WILL BE FRUSTRATED, STUDENTS WILL HAVE LIMITED TIME TO STUDY AND MASTER CONTENT AND SKILLS NEEDED FOR REAL JOBS AND FURTHER EDUCATION, AND COMMUNITIES WILL VIEW THE SCHOOL-TO-WORK PROGRAM AS YET ANOTHER LOW-SKILL EDUCATIONAL TRACK, DISGUISED AS INNOVATION AND REFORM. LITTLE PARENT AND COMMUNITY SUPPORT CAN BE EXPECTED FOR SUCH A PROGRAM. THEREFORE, WE RECOMMEND THAT THE WORK-BASED COMPONENT INCLUDE A PROGRAM OF JOB TRAINING AND EXPERIENCES THAT ARE COORDINATED WITH LEARNING IN THE SCHOOL-BASED COMPONENT, AND THAT ARE CONSISTENT WITH THE CHALLENGING STANDARDS ESTABLISHED BY STATES FOR STUDENTS UNDER THE GOALS 2000: EDUCATE AMERICA ACT. THIS REQUIREMENT WILL ENCOURAGE STATE AND LOCAL PROGRAMS TO SEEK EMPLOYER PARTNERS WHO WILL PROVIDE WORK PLACEMENTS THAT ARE EDUCATIONALLY MEANINGFUL, INSTEAD OF MAKE-WORK JOBS THAT EXPLOIT STUDENTS.

WE SUGGEST THREE ADDITIONAL PROVISIONS TO ASSURE THAT PROGRAMS IDENTIFY JOB PLACEMENTS THAT ARE EDUCATIONALLY MEANINGFUL. FIRST, PRIORITY SHOULD BE GIVEN TO EMPLOYER PARTNERS WHO HAVE OR ARE MOVING TOWARD CREATING HIGH SKILL WORKPLACES. SECOND, WHERE SUCH PLACEMENTS ARE IN SHORT SUPPLY, THE LEGISLATION SHOULD SUPPORT SCHOOLS TO DEVELOP HIGH-SKILL, SCHOOL-BASED ENTERPRISES THAT SIMULATE WORK PLACE TASKS AND THAT ARE WELL ARTICULATED WITH

ACADEMIC PROGRAMS. THIRD, THE LEGISLATION SHOULD REQUIRE THAT STATE AND LOCAL LABOR MARKET ANALYSES BE CONDUCTED AND USED TO DETERMINE PLACEMENTS. CURRENTLY THE LEGISLATION PERMITS THIS ACTIVITY, BUT WE SEE IT AS AN IMPORTANT REQUIREMENT.

PUBLICLY FUNDED SCHOOL-TO-WORK OPPORTUNITY SYSTEMS SHOULD SEND A CLEAR MESSAGE TO STUDENTS THAT HARD WORK IN SCHOOL TOWARD ATTAINING HIGH STANDARDS IS IMPORTANT TO THEIR FUTURES. NOTHING IN THE LEGISLATION SHOULD ENTICE STUDENTS TO DROP OUT OF SCHOOL AND PUBLIC FUNDING SHOULD NOT BE USED TO SUPPORT UNREGULATED PRIVATE SCHOOLS. THEREFORE, WE RECOMMEND THAT THE LEGISLATION REQUIRE THAT, IN PROGRAMS DESIGNED FOR IN-SCHOOL STUDENTS, OCCUPATIONAL SKILL CERTIFICATES BE DEVELOPED THROUGH COOPERATION BETWEEN SCHOOLS AND INDUSTRIES UTILIZING THOSE SKILLS. COOPERATING EMPLOYERS WOULD WORK WITH SCHOOLS TO ASSURE THE VALIDITY OF THE SKILLS ATTAINED AND SCHOOLS WOULD CERTIFY THE ACADEMIC CONTENT OF COURSES TAKEN BY STUDENTS. THIS STRATEGY WOULD ENCOURAGE SCHOOLS AND EMPLOYERS TO DEVELOP THE KIND OF SCHOOL/WORK PLACEMENT COORDINATION DISCUSSED EARLIER, AND FOSTER GREATER COLLABORATION AROUND CERTIFYING STUDENT ACHIEVEMENT.

NOW I WOULD LIKE TO TURN TO WAYS THAT THE LEGISLATION CAN BETTER SUPPORT THE NEEDS OF LOCAL SCHOOLS AND STAFF WHO WILL BE RESPONSIBLE FOR DELIVERING THE EDUCATIONAL PROGRAMS. PAST EXPERIENCE INDICATES THAT EDUCATION REFORM EFFORTS WILL HAVE LIMITED AND DISAPPOINTING RESULTS UNLESS STAFF RESPONSIBLE FOR DELIVERING EDUCATION TO STUDENTS ARE INCLUDED IN THE PLANNING, AS WELL AS THE IMPLEMENTATION OF PROGRAMS. THE EDUCATION REFORM MOVEMENT BEGUN IN THE EARLY 1980'S YIELDED DISAPPOINTING RESULTS, IN PART, BECAUSE WE RELIED PRIMARILY ON TOP-DOWN FEDERAL AND STATE MANDATES TO SCHOOLS. LACK OF CLEAR STANDARDS, CURRICULUM FRAMEWORKS AND STAFF DEVELOPMENT PROGRAMS LEFT SCHOOL STAFF UNSURE ABOUT WHAT WAS EXPECTED OF THEM AND HOW THEY WERE TO REACH MANDATED GOALS. FURTHER, TOO OFTEN PLANNING AND IMPLEMENTATION PROCEEDED WITHOUT FRANK DIALOGUE WITH TEACHERS ABOUT HOW THE DAY-TO-DAY REALITIES OF LIFE IN THEIR SCHOOLS WOULD AFFECT REFORM EFFORTS. WE NEED NOT AND MUST NOT RE-LIVE THESE MISTAKES IN THE REFORM OF SCHOOL-TO-WORK PROGRAMS. THERE ARE NO BETTER RESOURCES FOR PLANNING THE KINDS OF PROGRAMS CALLED FOR IN H.R. 2884 THAN TEACHERS. WE RECOMMEND THAT THE LEGISLATION REQUIRE THAT TEACHERS BE MEMBERS OF STATE DEVELOPMENT AND IMPLEMENTATION TEAMS AND OF LOCAL PARTNERSHIP ENTITIES.

CONSIDERABLE CURRICULUM AND STAFF DEVELOPMENT FOR BOTH SCHOOL AND WORK-BASED STAFF WILL BE CRUCIAL TO SUCCESSFUL IMPLEMENTATION OF THE PROGRAMS ENVISIONED IN THE LEGISLATION. ACADEMIC AND VOCATIONAL TEACHERS, COUNSELORS, PARAPROFESSIONALS, POSTSECONDARY INSTRUCTORS, AND WORK-PLACE PERSONNEL MUST PLAN HOW TO DELIVER COORDINATED INSTRUCTIONAL PROGRAMS -- A VERY NEW EXPERIENCE FOR MOST OF THESE STAFF. AS THE LEGISLATION'S FUNDING FOR DEVELOPMENT AND IMPLEMENTATION IS SHORT-TERM AND TRANSITIONAL, THESE ACTIVITIES MUST BEGIN QUICKLY. CURRICULUM AND INSTRUCTIONAL DEVELOPMENT PLANNING SHOULD BE REQUIRED USES OF FUNDS FOR STATE DEVELOPMENT AND IMPLEMENTATION GRANTS AND FOR GRANTS TO LOCAL PARTNERSHIPS. FURTHER, FEDERAL TECHNICAL ASSISTANCE FUNDS SHOULD BE USED TO SUPPORT CURRICULUM AND INSTRUCTIONAL DEVELOPMENT ACTIVITIES. THESE FUNDS SHOULD SUPPLEMENT THE TRAINING ACTIVITIES PROVIDED FOR IN THE CONNECTING ACTIVITIES COMPONENT.

THE CONNECTING ACTIVITIES COMPONENT OF THE PROGRAM IS CENTRAL TO THE PROGRAM'S SUCCESS. CURRENTLY MANY SCHOOLS AND EMPLOYERS ARE UNABLE TO CARRY OUT THESE ACTIVITIES, AND MAY DECIDE TO CONTRACT-OUT THESE SERVICES. THIS SHOULD BE PERMISSIBLE DURING THE EARLY STAGES OF PROGRAM DEVELOPMENT. HOWEVER, AS THESE ACTIVITIES ARE CENTRAL TO PROGRAM OPERATION, IT IS IMPORTANT THAT THE INSTITUTIONS

THAT WILL BE ULTIMATELY ACCOUNTABLE FOR DELIVERING PROGRAMS TO YOUTH BE RESPONSIBLE FOR THEM. STATES AND LOCAL ENTITIES SHOULD BE ENCOURAGED TO HAVE SCHOOL/BUSINESS PARTNERSHIPS CONDUCT THESE ACTIVITIES. LEGISLATION CAN BE FLEXIBLE IN PERMITTING EITHER SCHOOLS OR BUSINESSES TO HAVE PRIMARY RESPONSIBILITY FOR THESE FUNCTIONS (E.G. THE FIDUCIARY AGENT). BY THE THIRD YEAR OF IMPLEMENTATION, WE RECOMMEND THAT SCHOOLS AND WORKPLACES -- IN JOINT PARTNERSHIP -- BE FULLY RESPONSIBLE FOR THE CONNECTING ACTIVITIES COMPONENT. STATES SHOULD IDENTIFY HOW THESE FUNCTIONS WILL CONTINUE TO BE FUNDED WHEN THEIR IMPLEMENTATION GRANTS END.

MR. CHAIRMAN, WE APPLAUD THE LEGISLATION'S PROVISIONS THAT PROVIDE DIRECT FUNDING TO LOCAL DISTRICTS THAT ARE PREPARED TO IMPLEMENT PROGRAMS, AND THE SPECIAL ATTENTION TO HIGH POVERTY DISTRICTS. WE ASK THAT ELIGIBLE DISTRICTS FOR THESE FUNDS INCLUDE LARGE AND SMALL SCHOOL SYSTEMS, AND BE GEOGRAPHICALLY DISPERSED ACROSS THE NATION.

FINALLY, I WOULD LIKE TO COMMEND THE H.R. 2884 PROVISIONS THAT PROTECT THE RIGHTS OF BOTH STUDENTS AND EXISTING WORKERS IN PROGRAMS RECEIVING THESE FUNDS. SPECIFICALLY, I REFER TO THE SAFEGUARDS THAT PROHIBIT DISPLACEMENT OF ANY CURRENTLY EMPLOYED WORKERS OR REDUCTION IN THEIR HOURS OF OVERTIME WORK, WAGES OR EMPLOYMENT BENEFITS, AND ENSURE THE INTEGRITY OF EXISTING CONTRACTS FOR SERVICES OR COLLECTIVE BARGAINING AGREEMENTS, AS WELL AS THE APPLICABILITY OF HEALTH, SAFETY AND CIVIL RIGHTS LAWS.

MR. CHAIRMAN, I AGAIN THANK YOU FOR THIS OPPORTUNITY TO PROVIDE INPUT INTO H.R. 2884 THE AMERICAN FEDERATION OF TEACHERS STANDS READY TO SUPPORT YOU IN YOUR EFFORTS TO STRENGTHEN AND PASS THIS MUCH-NEEDED LEGISLATION. PLEASE FEEL FREE TO CALL ON US. IF THERE ARE QUESTIONS THAT YOU HAVE OF ME, I WILL BE HAPPY TO RESPOND.

AFL-CIO GUIDELINES ON SKILL TRAINING AND SCHOOL-TO-WORK TRANSITION IN THE 1990S AND BEYOND

The American workforce today is confronted with the enormous challenge of remaining competitive in the face of increasing global competition and enormous technological change. If the nation is to meet this challenge, it must transform its workforce into a legion of highly educated, trained and skilled workers. The debate over how to achieve this goal must center on what has succeeded, not on what has failed in the past. Expansion of that success across every sector of society must concentrate on the education, training and skills needed in the world.

But training alone is not the answer. The government needs to pursue a full employment strategy, so that there are job opportunities at the end of the training.

While there are no easy answers, a few key points are certain. The country can build on and improve existing government-sponsored training programs, but it cannot depend upon public training efforts alone. With the rapid growth in the number of workers needing assistance, the private sector should be required to do substantially more to expand skills training for all workers, whether they are currently employed, displaced or first-time entrants into the job market.

Labor Participation

Full and continuing labor participation, labor involvement, and labor input are crucial to all training-related areas. The participation of workers and their representatives makes for better quality in work-related education, training and skill standards. In addition, such participation is vital because workers are those most deeply affected by the results of training and setting of skill standards.

If American government and business are serious about wanting to build a world class workforce, they need American workers on their side. Workers must have a voice in the development of training programs, and they must feel that the training will benefit them in some measurable way.

School-to-Work

Rebuilding America's primary and secondary education system is the single most important thing government can do for both the business community and the next generation of workers. The basic academic and skill levels of American workers and youth must be raised if they are to master the complex technology of the modern workplace. President Clinton's economic plan is a good start toward building an education and training system that can meet this challenge.

The AFL-CIO supports initiatives to help students to prepare for work while they are still in school, as long as these programs do not interfere with basic academic needs. School-to-work transition programs should include safeguards to protect broad-based educational goals, such as linking student participation to academic achievement.

A structured program should lead at a minimum to a high school diploma based on high standards and, as appropriate, a post-secondary credential or a certificate indicating a level of occupational skill has been achieved. It should provide learning opportunities for students with specified measurable goals -- not subsidies for employers.

Moreover, workers' compensation laws and state and federal health and safety laws should apply to all school-to-work programs. Young people should not be placed in any occupation that is hazardous, nor should their work be allowed to interfere with their normal school studies.

Successful school-to-work training programs exist today in various registered joint apprenticeship programs, particularly in the organized building trades. These programs work well and provide the skills needed in construction and other apprenticeable trades. New government-sponsored initiatives in construction would only undermine the success of these existing programs.

In addition, school-to-work programs should be prevented from displacing any currently employed workers, including those on strike or other legitimate leave, and from subsidizing employers for training they would normally provide.

In creating new training programs, government should look to the existing reservoir of knowledge and experience, such as the U.S. Department of Labor's Bureau of Apprenticeship and Training, state apprenticeship councils, state government labor officials and state training directors. Any effort to create comprehensive training and education legislation should include consultation with these experts and those in industry and labor who are most closely aligned with the occupations.

School-to-work programs that are predominantly classroom-based should come under the purview of the U.S. Department of Education. Programs that are predominantly based in the workplace should be the responsibility of the U.S. Department of Labor and state labor agencies. The two federal departments should then make every effort to better coordinate their training programs.

STANDARDS

Training standards must be set not only for entry-level workers, but to determine job competency and to provide for the attainment of higher skill levels. These standards should be developed for the industry involved, using input from both labor and management, with the ultimate goal being to bring people up to standards, rather than to bring standards down.

Moreover, programs should incorporate a practice used by successful job trainers: periodic evaluation and upgrading to improve the performance of the programs and to keep them relevant to the changing demands of the workplace.

All employers should be required to list all job vacancies with the U.S. Employment Service. This will provide information on what skills are required in the workplace as well as provide job referral information for people who have already attained these skills.

ACTIVELY EMPLOYED WORKERS

Training programs for actively-employed workers must reflect the needs of both workers and employers. A key factor toward achieving this goal is welcoming input from employees. The success of union-negotiated training programs is due in large measure to this type of input. Workers should have an equal voice through their unions in determining jointly with employers what training programs will be created and how they will be administered and operated.

A system of joint labor-management committees should plan, design and administer all work-related education and training programs.

Where workers are represented by unions, the unions should select the labor members of these committees. In non-union settings, workers should be selected by secret ballot elections of non-supervisory, non-management workers.

The biggest roadblock to more employment-based, work-related training is a lack of interest and will on the part of the overwhelming majority of employers.

The AFL-CIO insists that any legislation relating to training workers should create and assure opportunities for labor's full participation, as well as protect labor standards.

Training, as with all employee benefits, must be available to all front-line workers equally. Employers should be required to provide all workers with an equal opportunity to share in funds or hours allocated for education and training.

We believe reasonable alternatives to proposed payroll assessments for training should include requiring employers to provide at least a basic minimum of 40 hours of job-related training or education -- in addition to other legally required training and routine orientation -- to all their employees in the first year of employment and every two years thereafter.

Another alternative that should be considered for expanding private-sector training programs would be to revise federal procurement policy to give some form of credit or preference to contractors who have registered joint labor-management training or apprenticeship programs. This approach could be used for infrastructure/construction projects, service contracts, and contracts for the procurement of goods.

Workers must be given assurances that when they improve their productivity through upgrading their skills, they will share in the gains resulting from improved productivity.

Although state and federal government cannot be expected to provide training for the entire American workforce of some 125 million people, government efforts can be bolstered through alternatives such as collective bargaining. Such negotiated programs already provide training at no cost to the government.

Collective bargaining offers one of the few proven avenues for promoting new private investment in training for both new workers as well as actively employed workers. Training programs established through collective bargaining produce highly skilled and qualified workers who perform their jobs productively and efficiently.

The evidence is indisputable: the most successful training programs in the United States today have been established through collective bargaining. According to the report, ***America's Choice: High Skills or Low Wages***, five of six of the top training success stories in the United States were joint-labor management programs established through collective bargaining. Among these programs are innovations negotiated in auto, steel, telecommunications, maritime, printing, public and service industries, as well as others in transportation, manufacturing and construction.

Apprenticeship training programs in the U.S. construction industry are known to be among the finest in the world. One example is that Poland in transition to rebuilding the country from communism turned to the American building trades joint apprenticeship programs as a model.

If America is serious about wanting to achieve long-term economic success, collective bargaining should be promoted by government, business and labor. However, for collective bargaining to have a greater impact, there must be labor law reform. Unless there is significant reform of these laws, efforts to revive the American economy will fail.

The labor movement has an overriding interest in raising productivity and competitiveness through high performance and high wage workplaces, where workers are full participants in the decision-making process.

Labor organizations and workers realize the desirability of high skills. They will respond positively to the challenges ahead.

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May 4, 1993

Ms. **WOOLSEY**. Thank you very much. J. Richard Gaintner, M.D., President and CEO, New England Deaconess Hospital, Boston, Massachusetts.

Dr. **GAINTNER**. Thank you and good morning. My name is Dr. Richard Gaintner. I am President of the New England Deaconess Hospital in Boston, Massachusetts, a specialty referral tertiary care and major teaching and research affiliate of Harvard Medical School. The Deaconess has been known for almost 100 years as a place where science and kindliness is combined to serve the people from Greater Boston and around the world. However, I am not here today to talk about health care reform.

I am here to address another kind of reform, education reform, and more specifically school-to-work transition and the role youth apprenticeship can play in revitalizing the educational future of America's young people.

I thank the committee for inviting me to speak this morning on the School-to-Work Opportunities Act. Those of us involved in school-to-work programs applaud the committee's efforts to craft a new piece of legislation aimed at helping the youth of America make the difficult transition from the classroom to the workplace.

Over the course of a decade we have built a solid foundation in managing school-to-work programs in Boston through our Private Industry Council. I am here today to share our experiences with one program, Project Protech. I believe what we have learned will help the committee as it works to refine the School-to-Work Opportunities Act.

The Deaconess is one of seven hospitals participating in Protech, a youth apprenticeship style program managed by the Private Industry Council and serving students in three high schools in Boston. Protech is a two plus two model, which means students are enrolled in the program during their junior and senior years of high school and continue on for the first two years of postsecondary education.

Students receive enriched educational instruction in school, participate in worksite rotations, and project-based learning at our hospitals and all of the students have after-school paid jobs as well as mentorships with hospital personnel. When students complete Protech, they will have a high school diploma, four years of work experience, professional certification in the occupation of their choice, and at a minimum an associate degree.

Some of the students have already decided to pursue four-year degrees at a college or university. Other hospitals participating include Boston City Hospital, Brigham and Women's, Massachusetts General, New England Baptist, New England Medical Center, and St. Elizabeth's Hospital. In total 165 students are currently enrolled as youth apprentices in Project Protech's health component. As a result of the success of Protech-Health, a new group of 75 students began as apprentices in the financial services sector this September.

All of the hospitals participating in Protech consider the program to be a superb work and education program, and although this three-year-old program is still in its early stages, we are convinced that the youth apprenticeship model is the soundest approach to helping students make the difficult transition from school to work and for assisting employers in training their workforce of the future.

We also believe the youth apprenticeship model is one of the most effective means to improve the quality of education in our public schools. Why is youth apprenticeship so effective? First, it creates a solid and very real connection between education and work. Students find that what they learn in the classroom is truly necessary to perform important tasks and to succeed on the job. They see for themselves, for example, that learning from proper metric measurements in math and chemistry at school means a patient will receive the correct dosage of a medication at the hospital.

This reliance on work-based learning with its unique approach to curriculum development and its connection between the classroom and the worksite is one of the most important elements of this youth apprenticeship. I strongly urge the committee to protect the language in the legislation that ensures that work-based learning and earning occupy a central place in an American style school-to-work system.

Youth apprenticeship also encourages professional development among teachers. For too long teachers have been isolated in their classrooms and disconnected, as the students, from the demands of the workplace. In the Project Protech model, teachers perform what we call site audits. That is, they examine in depth the duties and tasks of departments looking specifically for kinds of learning that must be mastered for a professional to perform effectively within that department. Their findings are then codified in a work-based learning curriculum that is used to instruct students in the classroom.

One of the unexpected side benefits is that teachers tend to modify their teaching methods and approaches not only with Protech students, but with all their students. The benefit therefore has a ripple effect. I would urge the committee to encourage this type of professional development in the new legislation.

The youth apprenticeship approach also has universal appeal among students. That is, the approach works effectively with noncollege-bound youth, students with bilingual needs, students of all economic backgrounds, and even some special education youth. Again, it is effective because the approach makes learning real for students. They aren't confined to a classroom, logging seat time while learning abstract principles or facts. Because of the universal appeal I strongly urge the committee to resist any temptation to limit participation to certain populations.

Specific target groups such as the economically disadvantaged certainly need to have access to high quality programs. In fact, over 80 percent of the students in Protech are economically disadvantaged. However, we would advise against attempting to limit enrollment to one population.

Concerning the issue of attracting employers' support, we have been very successful. The health care industry is the third largest employer in Boston, and we have been incredibly successful and now we are attracting other employers.

Finally, I would like to say that the role of the Private Industry Council bringing together teachers, employers, government officials at a State, Federal, and local level has been absolutely essential.

Madam Chairperson, I want to thank the committee for inviting us, and I, too, would be happy to answer any questions.

[The prepared statement of Dr. Gaintner follows:]

STATEMENT OF J. RICHARD GAINTNER, M.D., PRESIDENT AND CEO, NEW ENGLAND DEACONESS HOSPITAL

Good morning. My name is Dr. Richard Gaintner. I'm President and CEO of the New England Deaconess Hospital in Boston, Massachusetts. New England Deaconess Hospital is a 431-bed specialty referral, tertiary care facility and a major teaching hospital of Harvard Medical School. New England Deaconess Hospital has long been known for combining "science and kindliness," and we are justly proud of our nearly 100 years of service to the people from Greater Boston and around the world who come to us seeking medical care.

However, I am not here today to speak about health care reform, a topic of great interest both here in Washington and across the country. Instead, I am here to address another kind of reform: education reform or more specifically, school-to-work transition and the role youth apprenticeship can play in revitalizing the educational future of America's young people.

Let me begin by first thanking the committee for inviting me to speak this morning on the School-to-Work Opportunities Act. Those of us involved in school-to-work programs applaud the committee's efforts to craft a new piece of legislation aimed at helping the youth of America to make the difficult transition from the classroom to the workplace.

Over the course of a decade, we have built a solid foundation in managing school-to-work programs in Boston through our local Private Industry Council.

I am here today to share our experiences with one program—Project Protech—which I believe will help this committee as it works to refine the School-to-Work Opportunities Act.

New England Deaconess is one of seven hospitals participating in Protech, a youth apprenticeship-style program managed by the Private Industry Council and serving students in three high schools in Boston. Protech is a two-plus-two model, which means students are enrolled in the program during their junior and senior years of high school and continue on through the first two years of postsecondary education. Students receive enriched educational instruction in school, participate in worksite rotations and project-based learning at our hospitals, and all of the students have after-school paid jobs, as well as mentorships with hospital personnel. When students complete Protech, they will have a high school diploma, four years of work experience, professional certification in the occupation of their choice and, at a minimum, an associate degree. Some of the students have already decided to pursue four-year degrees at a college or university. Other hospitals participating include Boston City Hospital, Brigham and Women's Hospital, Massachusetts General Hospital, New England Baptist Hospital, New England Medical Center Hospital, and St. Elizabeth's Medical Center. In total, 165 Boston high school students are currently enrolled as youth apprentices in Protech's health care component alone.

As a result of the success of Protech-Health Care, this September, a new group of 75 students began as apprentices in the financial services sector. Protech was initially funded through a demonstration grant from the U.S. Department of Labor. Our challenge today is to move beyond our role as a demonstration pilot project, and to serve large numbers of students in Protech-like programs at every one of Boston's public high schools, replicating Protech in multiple industries, expanding into the utilities, communications and environmental industries. In order to accomplish this challenge, there must be the implementation of a national school-to-work system that supports such efforts.

We know we are on to something good: or, I really should say great! In fact, all of the hospitals participating in Protech consider the program to be a superb "work and education" program in which they have ever been involved. And, although this three-year-old program is still in the early stages of its history, we are convinced that the youth apprenticeship model is the soundest approach to helping students make the difficult transition from school to work and for assisting employers in training their workforce of the future. We also believe the youth apprenticeship model is one of the most effective means to improve the quality of education in our public schools.

Why is youth apprenticeship so effective?

First, it creates a solid and very real connection between education and work. Students find that what they learn in the classroom is truly necessary to perform important tasks and to succeed on the job. They see for themselves, for example, that knowing proper metric measurements means a patient will receive the correct dosage of a medicine.

This reliance on work-based learning, with its unique approach to curriculum development and its connection between the classroom and the worksite, is one of the most important elements of youth apprenticeship. I strongly urge the committee to protect the language in the legislation that ensures that work-based learning and earning occupy a central place in an American-style school-to-work system.

Youth apprenticeship also encourages professional development among teachers. For too long, teachers have been isolated in their classrooms, as disconnected as the students from the demands of the workplace. In the Protech model, teachers perform what we call site audits. That is, they examine in depth the duties and tasks of whole departments, looking specifically for kinds of learning that must be applied for a professional to perform effectively within that department. Their findings are then codified in a work-based learning curriculum that is used to instruct students. One of the unexpected side benefits is that teachers tend to modify their teaching methods and approaches not only with Protech students, but with all their students. The benefit, therefore, has a ripple effect. Again, I would urge the committee to encourage professional development in the new legislation.

The youth apprenticeship approach also has universal appeal among students. That is, the approach works effectively with non-college bound youth, students with bilingual needs and even some special education youth. Again, it is effective because the approach makes learning real for students. They aren't confined to a classroom collecting seat time while learning abstract principles or facts and figures. Instead, with Protech, they constantly apply their classroom learning to the everyday demands of the workplace. This approach works well for the wide range of student populations within each school.

Because of this universal appeal, I strongly urge the committee to resist any temptation to limit participation to certain populations. Specific target groups, such as the economically disadvantaged, certainly need to have access to high quality programs. Over 80 percent of the students in Protech are, in fact, economically disadvantaged. However, we would not attempt to limit enrollment to any one population. Rather, as much as possible, the demographic makeup of programs should mirror the student population as a whole, rather than creating an artificial cohort of "at-risk" students. Such a designation diminishes the potential for attracting broad-based support for the program.

Concerning the issue of attracting employer support, let me share with you the reasons New England Deaconess and my colleagues at the other six hospitals became involved in Protech.

Health care is the third largest employer in the City of Boston, behind public service and financial services. Yet, less than 1 percent of the students from the Boston public schools were entering health care jobs or postsecondary health care training. As employers, hospitals are experiencing critical shortages in several key occupations, such as medical lab technician, radiologic technologist and physical therapy assistant. To fill these high-paying positions, we have had to recruit from outside the United States to attract qualified candidates.

Project Protech specifically and youth apprenticeship-style programs in general allow local employers to recruit and train a workforce right in its own backyard. We as employers benefit, the students benefit, the schools benefit and the local economy benefits. It is truly a winning proposition.

Finally, I would like to say a few words about the role of the Private Industry Council (PIC). We are very fortunate in Boston to have a PIC that has been focusing on school-to-work issues for over a decade. The Boston PIC was instrumental in helping strike a bargain between schools and employers, known as the Boston Compact, that has helped to create at the local level the kind of initiatives that the School-to-Work Opportunities Act seeks to establish nationwide. For over a decade, the PIC has managed a career service for high school students by outstationing a corps of youth organizers, called "Career Specialists," right in the schools. These PIC organizers work with the students to prepare them for jobs, help them to focus on career opportunities and provide them with a sequence of after-school jobs, summer employment and jobs upon graduation.

The connection between school and work does not simply occur by chance. Our experience in Boston strongly underscores the need for an intermediary organization like the PIC to make that connection happen. The PIC works effectively with employers, students and the schools to ensure that the priorities and concerns of each are met.

Mr. Chairman, I want to thank you and the committee for allowing me to testify today. Let me close by expressing my support for the work of this committee and more specifically for the School-to-Work Opportunities Act. We need this legislation if we hope to provide America's youth with the chance to achieve the economic benefits we as a Nation hold as a promise for them. Thank you.

Ms. WOOLSEY. Thank you, Dr. Gaintner.

Mr. Kazis, Vice President for Policy and Research, Jobs for the Future, Cambridge, Massachusetts. Welcome.

Mr. KAZIS. Thank you. Good morning, my name is Richard Kazis. I am Vice President for Policy and Research at Jobs for the Future, a national organization which works on strategies for workforce preparation, including school-to-work transition.

Since 1990, I have directed JFF's national youth apprenticeship initiative, and we have provided technical assistance to more than 20 programs across the country, trying to link school and work, academic and vocational learning, and secondary and postsecondary learning much in the way envisioned by the School-to-Work Opportunities Act.

It is from this national perspective that I speak with you today. I would like at the outset to stress our general support for this Act and our particular support for some of its creative aspects.

First, we are encouraged by the bill's systems focus. It clearly moves beyond funding individual demonstration projects to encourage State-level system building, but in doing so it does it realistically, building on existing efforts rather than imposing a totally new top-down structure.

It encourages creativity and improvement through a competitive grants process that allows more experienced States and localities to move ahead while the rest are encouraged to learn from them.

Second, we believe that this bill, if administered as intended, does not simply provide new funding for old programs. The combination of program elements specified, work-based learning, school-based learning, connecting activities has the potential to yield significant change and improvement in many young people's education, employment prospects and the way those prospects are organized.

We have some concerns about the legislation as introduced. I want to focus on three areas. They are the centrality of employer involvement, the need for a stronger Federal role, and clear Federal role and the need to balance flexibility with protections in any waivers language. We believe that employer investment in schools and young people through involvement in programs that combine school and work-based learning can help change the dynamics within schools, breaking some of the inertial tendencies, generating new alliances between teachers, employers, and young people to challenge kind of low expectations, business as usual.

For this reason maintenance of the strong employer-based component is essential. I would like to comment on two issues related to employers: Why paid work is important and how to encourage employer participation. Reaching significant numbers of young people with school-to-work options will require creative and aggressive strategies for identifying appropriate work placements that will require the involvement of private employers, public agencies, labor unions, community-based organizations, and linkages to community and national service and to school-based enterprises as well.

We believe, though, that the connections to existing employers provide school-based school-to-work programs with their power as instruments of education and school reform and with opportunity in the labor market. Further, we would argue that some element of paid work provided by employers is critical. Most students work anyway. If their experiential learning is unpaid, students may end up juggling two jobs and their school schedule.

This does not mean that all students have to be paid for every moment of their workplace learning. However, some element of paid work should be incorporated into every program. As soon as you focus on the issue of paid work, the issue of employer incentives comes to the fore. The majority of employers that we work with tell us that they are not interested in tax credits or other financial incentives to lower the cost of student wages and training, so in the absence of evidence to the contrary, we don't believe that direct financial subsidies to individual employers are warranted at this time.

What they are concerned about is red tape, paperwork, case management, the cost of coordination, and I think the role of intermediaries that is included in the bill is useful and important in this context. How else could employer participation be encouraged? We think that a category of Federal grants to industry associations and labor organizations, tied to standard-setting efforts and distinct from the State's system-building grants could yield increased employer activity.

Another targeted grant program could fund selected applications from leading national corporations that wish to implement school-to-work programs in multiple branches or franchises across the country which would be difficult under the current bill State-by-State strategy.

I turn now to the need for a stronger Federal role. While JFF applauds the general approach of building a national system from the ground up from localities and States, we believe Federal leadership is needed in several areas, including greater guidance to the field, through more focused lists of priority activities and expected outcomes through connecting the school-to-work initiative to other Federal initiatives, particularly national skills standards and the Perkins Act, through providing technical assistance and coordinating needed research and development.

I am going to focus on the last three. In terms of the issue of connecting school to work with other Federal initiatives, the Act should be consistent with and supportive of Goals 2000, the proposed National Skill Standard Board, and the Perkins Act.

I should add that the current reauthorization of ESEA should also be undertaken in the same spirit of coherence. On skills standards, we think that the establishment of skill standards State-by-State would be a tremendous waste of time and money. This is an appropriate Federal role and should be left to the National Skill Standard Board, assisted by the grants to associations.

On the Perkins Act we feel strongly that the Perkins Act amendments of 1990 represent a very strong step forward, and it is important that provisions of this Act be consistent with and reinforce those amendments. In particular the language delineating instruction in all aspects of the industry should be used in the bill.

A few words on technical assistance and R&D, both of these, the need for capacity building and the need for research and development are critical Federal responsibilities. We are moving into largely uncharted waters in this whole area of linking school and work, and I think in terms of being able to ensure quality and to have something to reflect on when we look at future pieces of legislation therefore, it is critical that the technical assistance and research and evaluations areas be strengthened and covered.

I would like to thank you for the opportunity to speak with you today. I am happy to answer any questions.

[The prepared statement of Mr. Kazis follows:]

Richard Kazis

Vice President for Policy and Research

JOBS FOR THE FUTURE

Thank you, Mr. Chairman, and members of the Subcommittee. My name is Richard Kazis. I am Vice President for Policy and Research at Jobs for the Future, a national organization based in Cambridge, Massachusetts, which since the mid-1980s has worked on strategies for workforce preparation and education reform, including school-to-work transition efforts.

Since 1990, I have directed JFF's National Youth Apprenticeship Initiative, a program to build and assess new American models for linking employers with schools to create better career pathways for young people. JFF has provided technical assistance to more than twenty programs across the country—efforts which are trying to link school and work, academic and vocational learning, and secondary and post-secondary learning, much in the way envisioned by the School-to-Work Opportunities Act. We have also organized several meetings of almost two dozen states working to build state-level school-to-work systems. (A list of these programs and states is attached).

In the course of our work, we have looked closely at emerging models which link school and work in intensive ways. We have assisted the states of Arkansas, Georgia, Pennsylvania and Wisconsin in the design of their efforts. We have also performed some of the first formative evaluations of new programs, in Pennsylvania and Massachusetts. JFF has recently completed a national study, to be published by MDRC, of best practices in worksite learning and employer involvement in over twenty innovative school-to-work programs. (A list of ten lessons from that research is appended to this testimony.) It is from this national research perspective that I address the Subcommittee today.

I would like, at the outset, to stress Jobs for the Future's general support for this Act--and our particular support for some of its very positive and creative aspects. First, we are encouraged by the bill's "systems" focus. It clearly moves beyond funding isolated demonstration sites to encourage state-level system-building. This bill realistically builds on existing efforts, rather than imposing a wholly-new, top-down, structure. And it encourages flexibility, creativity, and improvement through a grants process that allows more experienced states and localities to move ahead while those less experienced are able to learn from the pioneers. (This last aspect is critical to ultimate system quality, and I would strongly caution you against changing the funding mechanism to any sort of formula funding of all states at the same time.)

Second, at the level of program definition, we believe that the combination of program elements specified in the bill—work-based learning, school-based learning, and connecting activities—really will yield significant change and improvement in the way school and work are connected—and in many young people's education and employment prospects. This is not just more funding for existing programs. Rather, it is a framework for creating new institutional and instructional arrangements in this country.

We do have some concerns, however, about the legislation as introduced. We believe that the Subcommittee should pay careful attention to the following three areas:

(1) the critical importance of employer involvement and the work-based learning component in producing desired student outcomes;

(2) the need for a clearer Federal role, connecting school-to-work to other Federal initiatives and avoiding wasteful duplication of efforts at the state and local levels; and

(3) the need to balance flexibility with necessary protections in provisions for waiving other Federal requirements.

The Importance of Employers and Work-based Learning

I would like to underscore for the Subcommittee the critical importance—and innovative nature—of the bill's emphasis on the involvement of employers and the provision of structured workplace learning opportunities.

The problems facing high schools, their teachers, and their students, are deeply-rooted and structural. Low-expectations curricula, uninformed by the realities of career options and opportunities; isolation from direct knowledge of employer demands and community needs; and the powerful inertial tendencies of schools as institutions–these will not disappear overnight.

We believe, though, that employer investment in schools and young people, through involvement in programs that combine work- and school-based learning, can help change the status-quo equation, creating more motivated students, more employer support for educational goals, and more teacher support for local business requirements. Maintenance of a strong employer-based component in the Act is essential. We fear that initiatives which collapse back fully into the schools will lack the power to change entrenched ways of behavior.

I'd like to highlight three important considerations related to employers and work-based learning: (1) how to define "employer"; (2) whether work should be paid; and (3) how to encourage employer participation.

(1) Defining "employer": Reaching significant numbers of young people with school-to-work options will require creative and aggressive strategies for identifying appropriate work placements for students. Private employers, public agencies, labor unions and community-based organizations must all play a part. Programs must pursue aggressively the full range and variety of work-based learning opportunities that they can identify or create. Linkages to community and national service and to school-based entrepreneurial efforts must also be developed.

We believe, however, that connections to existing employers (in the public, private, and non-profit sectors) provide school-to-work programs their power as instruments of education reform. School-based strategies alone lack the "feedback" component from the "real world" that both motivates students and integrates teacher and employer needs and expectations.

School-based options must be a part of a broad palette of school-to-work options if efforts are to achieve significant scale, particularly in urban and rural areas. However, you should resist attempts to soften the employer-based work experience elements of this bill.

(2) Paid work: We believe that some element of paid work is very important to school-to-work programs. Most students work anyway; if their work-based learning is unpaid, students may end up juggling two jobs and their school schedule. In addition, our experience indicates that employers tend to take students more seriously and invest more in their learning if they are paying them. Finally, again in our experience, the cost of student wages do not appear to be a determining factor in employers' decisions about whether to participate in school-to-work programs.

This does not mean that all students have to be paid for every moment of their workplace learning component. A variety of approaches are currently being tried by pioneering programs, ranging from pay only in later years of work to full pay for both work-based and school-based components. However, some element of paid work should be incorporated into every program, along with an attempt to structure pay to increase over time, as skills and on-the-job responsibility increase.

(3) Employer participation: In the course of our work, we have asked many employers whether they believe that financial incentives would increase employer participation. While the results are not unanimous, the majority of employers tell us that financial incentives to lower the costs of student wages and training are not their primary concern. In the absence of evidence to the contrary, we do not believe that direct financial subsidies to individual employers are warranted at this time.

Paperwork, red tape, and the costs of coordination with schools and families are areas of greater concern for employers. We have seen that the presence of an intermediary organization, to take administrative burdens off the employers by taking care of "connecting activities," can reduce individual employer costs and encourage greater participation. The inclusion of this component in the program elements should be maintained.

An important additional means of encouraging employers to participate in these efforts—which should be added to the current provisions of the Act—would be to provide support for both employer associations and trade unions to take leadership roles. We believe that a category of grants to industry associations and to labor organizations, tied to standards-setting efforts and distinct from the state system-building grants, would yield both increased employer activity and the curricula, standards, networks, and other tools that could make employer participation less onerous.

Similarly, an additional area in which targeted grant funding could expand the scale of employer participation would be to fund selected applications from leading, national corporations that wish to implement school-to-work programs in multiple branches or franchises across the country. Under the current bill, such corporations would have to work on a state-by-state basis, which might discourage such efforts. Applications for such grants should, however, contain provisions for ultimately connecting to the state- and local-level school-to-work partnerships specified in the Act.

The Need for a Stronger Federal Role

The Act aims to create a national school-to-work system, but the Federal role envisioned is weak, primarily consisting of a "let 50-plus flowers bloom" approach that could limit progress toward a coherent and high-quality, national system.

As I have indicated earlier, JFF applauds the general approach of designing and implementing school-to-work delivery systems at the state and local levels. But Federal leadership is appropriate and needed in areas in which state and local action would be piecemeal and inefficient. These include: articulating the vision and priorities of the new system; connecting the school-to-work initiative to other Federal initiatives, particularly National Skill Standards and the Perkins Act; providing technical assistance; and coordinating needed research and development.

Vision and Priorities. Both Congress and the Administration should play a strong leadership role in articulating and promoting a different vision for how we prepare young people for productive careers and citizenship. Leadership will be needed to overcome the obstacles of constituencies guarding precious turf and a public that thinks the system is failing everywhere but in their own back yard. In the particulars of this bill, it will also require a greater focus on setting priorities for state and local programs.

The Act, as currently written, has long lists of allowable activities, but sets no priorities among them. For example, we believe that identifying and building broad-based, state-level partnerships and establishing state labor market information systems should be higher priorities than investment in state-level skill standards; but Section 202 (c) currently treats all of these aspects as equal options.

Connecting School-to-Work to Other Federal Initiatives. The School-to-Work Opportunities Act should be consistent with and supportive of the Goals 2000: Educate America Act's proposed National Skills Standards Board and the Perkins Vocational Education Act.

Skill Standards. The bill as currently written suggests that states should create statewide occupational standards that "take into account" the work of the National Skill Standards Board if Congress passes the Goals 2000: Educate America Act. If one important goal is to create occupational credentials which can be used across the nation by our mobile population, then the establishment of skill standards, state by state, will be a tremendous waste of time and money. This is an appropriate Federal role and should be left to the National Skill Standards Board, assisted by the process of grants to industry associations, which I suggested earlier.

The Perkins Act. Jobs for the Future feels strongly that the 1990 Perkins Act amendments represent a major step forward in occupational and educational preparation in this country, particularly the concepts of integration of academic and vocational education and instruction in "all aspects" of an industry. Perkins is a powerful antidote to the traditional practice of tracking students into mutually exclusive, "college prep and 'nowhere prep'" divisions, and it is already having a significant impact in schools across the country.

Therefore, it is important that provisions of the School-to-Work Opportunities Act be consistent with and reinforce the strengths of the Perkins Amendments. In particular, this means that the Perkins language delineating instruction in "all aspects" of an industry should be utilized in H.B. 2884, rather than the weaker "elements" of an industry found in the current version.

In advocating for "all aspects" instruction in school-to-work programs, however, we are not calling for workplaces and schools to each provide such all-encompassing instruction as some may advocate. We do not believe that it is realistic to demand this from all employers providing jobs and work experience, particularly small ones. Rather, each program should be expected to expose students to "all aspects," with program partners figuring out how best to meet that responsibility.

Federal Technical Assistance and Research and Development. The bill currently provides for a Federal role in these areas. In the area of technical assistance, I simply note that our experience shows that practitioners from both industry and education have found that learning about school-to-work from experienced peers has been the most compelling technical assistance method. We hope that federal resources will be used in ways that maximize such interaction and learning.

In the area of research and development, I would suggest that six areas be specified as research priorities: (1) the costs and benefits of participation to employers and the likely effects of financial incentives; (2) needed changes in teacher training and school management; (3) issues of access for underserved populations, including out-of-school youth; (4) strategies for moving quality programs to large scale; (5) the roles and incentives of post-secondary institutions—particularly community and technical colleges—in school-to-work efforts; and (6) identifying measurable outcomes that should be used in assessing education and labor market reforms.

The Inadequacy of the Current Waivers Provisions.

In its waiver provisions, the School-to-Work Opportunities Act is clearly trying to allow flexible use of current funding streams and to allow these relatively larger pots of funding to melded more than is now possible. This is an admirable goal, but doing it through waivers may be both clumsy and problematic.

We believe that Congress should be as specific--and careful--as possible in detailing the purposes and parameters of waiver provisions, for several reasons: (1) to avoid uncertainties in implementation among states and localities; (2) to ensure that Congressional intent in existing legislation is protected; and (3) to avoid the possibility of different lists of waivers contributing to more fragmentation, rather than coordination, in the education and training system.

In closing, I would like to commend the sponsors of this bill for their work, which shows real promise for improving the lives of the three-quarters of our young people who don't enter the workplace with four-year college degrees. It is particularly commendable that the sponsors have acknowledged that building a national school-to-work system will require a multi-year effort and have proposed a funding horizon that is independent of and longer than the political cycle of national elections. Our experience shows that even starting up a local program generally takes two to three years, so the eight years of successive appropriations envisioned to get a national system up and running is appropriate.

Thank you for the opportunity to speak on this very promising effort to "reinvent government." I will be happy to answer any questions.

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Ten Elements of Quality School-to-Work Transition Programs: Lessons From the Field

(1) Partners formally agree on program goals and how to achieve them.

(2) A learning plan structures student experiences at the worksite.

(3) Work-based experiences promote development of broad, transferable skills.

(4) School-based activities help students distill and deepen lessons of work experience.

(5) Necessary administrative functions are clearly defined and appropriate staff are assigned to coordinate the program.

(6) Orientation and work-readiness training are provided to students before placement at the worksite.

(7) Orientation, training, and on-going support are provided to worksite and school staff.

(8) Mentoring and counseling services create a supportive learning environment for students.

(9) Student learning at the worksite is carefully documented and assessed.

(10) Quality-control mechanisms are built into program design.

From the forthcoming *Learning Through Work*, a technical assistance guide written by Jobs for the Future and published by Manpower Demonstration Research Corporation.

Ms. WOOLSEY. Thank you. As the acting Chair I am going to yield to the Ranking Minority Leader Member, and have him start with the questioning.

Mr. GOODLING. Thank you very much.

First of all, to Mr. Pauly, if you are Jane's husband I am envious, but don't tell my wife that.

Mr. PAULY. I am not.

Mr. GOODLING. Okay, that takes care of that. You stress throughout your testimony the importance of reaching students in the 9th or 10th grade. I happen to be one who believes that is way too late, and I would ask you to comment on that.

My colleagues have heard me talk about a gentleman in my district who has been very successful in business and has given back dramatically to the community. One of the things that he has done is financed a program of this nature with fifth and sixth graders of central city York, and it is something that in your research you might want to go and visit because it is unbelievable the strides they have made with these youngsters who may have never before seen the importance of preparing for work or being on time or anything of that nature.

The fact that you talked so much about 9th and 10th grades, do you believe that that is not too late to really start this effort?

Mr. PAULY. Mr. Goodling, for purposes of legislation I think it would be difficult to mandate nationwide starting school-to-work programs in very early grades, although clearly, as you are aware of terrific programs that start in quite early grades, I have seen some of those programs myself. We looked at 16 programs. Four of those programs initially started in grade 11.

This was, of course, outside of any State or national mandate. In those four programs they decided for their own purposes that they needed to change, to start in grade 9 or 10 because they were missing opportunities to work with kids who had dropped out by the time that grade 11 rolled around. Once they made the change and started in grade 9 or 10, they had much greater success, and that the three or four years of high school did prove to be enough time for them to work effectively with their target population.

Seven other programs had started from the time of their design phase to work in grades 9 or 10. They also had relatively good success in working with a broad range of students, including students across the range of the achievement distribution.

Mr. GOODLING. Miss Cortese, I told Secretary Reich when he was in my district that unless he can bring organized labor into the 21st century, when we talk about apprenticeships, nothing very successful is going to happen, so the message I would give you to take back to your leader is that I will expect him to help the Secretary cause that transition to take place.

My question to you, you talk about making sure that we don't substitute this money for anything else and that we make sure that it is an organized public school effort, et cetera. What do you suggest? What can we do in this legislation for those who have already dropped out, not only those who have dropped out, but are still in school, but also those who have literally dropped out. Do you see an effort here that we should be dealing with this population?

Ms. CORTESE. Well, in most cases many students who have dropped out are sometimes very reluctant to go back to the setting from which they dropped out of, so I think that what we have to look at in this piece of legislation is perhaps at integrating the academics at the worksite where students who have dropped out feel more comfortable rather than going back to the high schools that they left.

I think community colleges also two-year institutions also offer us an opportunity while we are bringing them up to the high school diploma level in the community college setting to entice them back, but I do believe that it is possible that if this were structured correctly and that we were actually doing academics onsite, which are some of the programs we are piloting in New York, that students would be less reluctant to come back because they are not reentering the same institution that supposedly they "failed," in quotes, out of, so I think allowing that kind of flexibility in the planning would do a lot to bring dropouts back in.

The other thing is if the dropout sees that there is an incentive for being involved in the program, that it is not a make-work program, that it actually will lead to a job, that they will be getting training that is relevant to that job, and many times in just the academic areas that is pretty lacking.

Mr. GOODLING. Shirley Chisholm many, many years ago would sit on the floor and say to me pretty much the same thing you just said, we send them back to the situation they left instead of some alternative program.

Dr. Gaintner, I liked your phrase "earning and learning." What have been the incentives for the medical profession and administrators of hospitals to participate in this kind of program and should there be something in our legislation to really encourage others to participate? And how?

Dr. GAINTNER. Well, I basically agree with what was said. I don't think employers, that incentives for employers are really where it is at. I think that what we have learned, the importance in the Boston program is this Private Industry Council, this PIC where employers from a variety of industries, where the superintendent and others from the school system, where local officials and State officials and representatives of the Federal Government come together. The reason health care got involved is only 1 percent of the student graduates—or the graduates from the Boston's public schools were entering the health arena, and we saw a desperate need for the future for training health workers, and it has been remarkable.

I think the other point I wanted to make was that what a lot of these kids need really are role models. They find them in the work setting. Just as I mentioned that the teachers come into our setting, we go into the school setting and learn about the schools as well and modify what we do and how we approach it, so I guess, I think that the employers are very happy to undertake their part of the role.

The real cost of the program is in the counselors, the career specialists in the high schools and working with the kids and the teachers and the employers to facilitate the program.

Mr. GOODLING. I write to multi-million dollar athletes and entertainers all the time and say what they could provide most to this country are role models. Few do unfortunately, and not sufficiently. My time has run out. Richard, I will have to get you at another time.

Ms. WOOLSEY. Mr. Owens.

Mr. OWENS. I have no questions.

Ms. WOOLSEY. Mr. Payne.

Mr. PAYNE. I am sorry, I have no questions at this time.

Ms. WOOLSEY. We will come back to you later. Mrs. Unsoeld.

Mrs. UNSOELD. Thank you, Madam Chairwoman, but I will pass this time.

Ms. WOOLSEY. I am getting bullied over here, so Mr. Hoekstra.

Mr. HOEKSTRA. Thank you. We were wondering if you were going to get back to this side.

Ms. WOOLSEY. Well now if you said you didn't have a question, I would have gone on to Mr. Gunderson.

Mr. HOEKSTRA. It is nice to be up here. All the hearings on health care sitting at the end I don't think I ever had a chance to ask a question, so we will see how we can do today.

Mr. Pauly, in terms of your research on the different programs, I am really interested in whether you did any kind of time study, for example, how fast these programs have changed over the last five years and what they looked like three years ago?

Mr. PAULY. Representative Hoekstra, most of the programs are quite new. They have started in the last couple of years. All of them, including the handful that have more experience have been adapting and changing. These are dynamic programs. Let me give one example.

There are a number of career academies in the State of California that have received State funding. Those are programs that have a three- or four-year, in-school component and a shorter work component, usually a summer internship. A number of them are trying to upgrade their work-based learning components to resemble the youth apprenticeship model of more intensive work-based training, so they are trying to upgrade that piece of their activities.

There are a number of other changes that programs are experimenting with, changing the grade level at which they start, for example, so as they learn about how to make the program work, they are incorporating those ideas, and we tried to in our remarks today and in the report that we will be releasing soon, let all of the schools and employers around the country know about some of those ideas.

Mr. HOEKSTRA. Do you have any concern about Federal legislation that might inhibit some of the creativity if it got too specific?

Mr. PAULY. We support the approach taken in the draft legislation that allows—that does not prescribe a single national model and that allows localities to use those program elements they think are best. At the same time we think that it does make sense to require all programs to provide certain core elements; for example the integration of academic and occupational instruction, strong support for students, and a work-based learning experience that is carefully monitored and has a written training agreement.

Those are things that can be carried out in lots of different ways that reflect local circumstances, but that all students across the country are likely to be able to benefit from.

Mr. HOEKSTRA. Later in your testimony you also talk about limits on students' eligibility and that there shouldn't be any limits. Did you find that most of the programs that you investigated had no problems with capacity, for example, too many students trying to get in?

Mr. PAULY. That is correct. A few were oversubscribed. They used such techniques as a lottery or first come-first served to determine which students got in. Most of the programs did try to expand their capacity when they had more students interested. By offering services to all students who are interested, you get away from the problem of having students who don't want to be there, so even students who may have had problems in school in the past with academic failure, if they want to be in the program, they are strongly motivated. That really gives the program an opportunity to serve them effectively alongside of students who have done well in school in the past.

Mr. HOEKSTRA. Great. Thank you. I have no more questions.

Ms. WOOLSEY. Thank you. Mr. Roemer.

Mr. ROEMER. Thank you. First of all, again, we appreciate your time here before the committee and your expertise on this issue, which is very important to us. We have seen the Education Department and the Labor Department work very closely together, Secretary Reich and Secretary Riley, in formulating the outlines for this school-to-work program.

How do we encourage at the local level the same kind of partnerships that we are going to need, the same kind of cooperation that we are going to need to implement this kind of program? In my district we have a program called Connect, which is working at the local level where we have unions and labor, where we have businesses, where we have community leaders and hospitals and so forth working together already to seek to implement this legislation once it passes.

What kinds of recommendations do you have that we can gather these people together at the local level to ensure that when we pass it that it will work and that we build on the existing structure, but we also are creative enough and bold enough to see and develop some new ideas to experiment a little bit?

Mr. KAZIS. I think that the whole issue of what is the organization or the institutional arrangement that is going to enable the kind of connecting work that needs to be done at the local level, and for that matter it is at the State level, you have the same issue up at the next level. I think it is critical. I think, again, as in the spirit of the Act, I think a lot of experimentation right now is really important because I think if you look at the kinds of programs that MDRC studied and the programs that we work with, in many of them you will see an intermediary organization that plays that connecting role, but in some cases it is a business organization.

In some cases it is a nonprofit created solely for that purpose. In some cases it is within the schools. I don't think we know yet what kind of elements that would make for success except I think there are hints that you know who needs to be at the table. You know that it needs to be as inclusive as possible—business, labor, the schools, postsecondary, community-based organizations, but I think that one of the things that I would recommend is that in the research agenda that accompanies, the next period of experimentation when the Act passes, I think an important area of research would be to look at what does it take, what are the elements that make for a successful intermediary, what do they need, what constitutes the glue and what makes it work at the local level.

Mr. ROEMER. Do you have any recommendations for that glue or those variables?

Mr. KAZIS. In terms of—well, in terms of what kind of organization or what?

Mr. ROEMER. Well, in terms of what kind of organization, what kind of participants we have, or what kind of recommendations they make to actually implement the program at the local level.

Mr. KAZIS. Well, I think implementation at the local level, again, will really vary on the basis of the needs of the players that are around the table, so I think the important thing about the intermediary is getting the right players around the table. That means it has to be an organization or an entity that has credibility in the employer community and with the schools and not just the high schools and not just in one district, either.

Ms. WOOLSEY. Mr. Roemer, Dr. Gaintner wants to respond.

Dr. GAINTNER. I would just add to that, I agree. I think ultimately for things to work you need committed people, and I think in our situation really three or four of the strongest business leaders, the superintendent of the school system, people who are really committed to this getting together, I think that is what ultimately makes it successful.

Ms. CORTESE. I think one way of doing it especially where there is no existing glue, so to speak, is to specify the stakeholders that need to be involved, and it doesn't have to be an inclusive list or an exclusive list, but I think it is necessary to be able to point people in the right direction of the significant stakeholders, and, of course, the incentive for doing that, because there is provision for local grants, too, is that they could receive some moneys for carrying out activities, but I do think it needs to specify things like labor and teachers and maybe other people from the school district, community organizations, the business part, so I think specifying those would be one way of ensuring that you are going to get it where you don't have—and then eventually when you talk about the connecting activities, by the third year I think that probably school and business should be able to relate pretty directly and work out their activities, but initially I think you need to identify the stakeholders.

Mr. ROEMER. Let me follow up with a question to you as well. How do you define the role of teachers in the school-to-work program, developing curricula and programs and so forth. Secondly, in what ways do we specifically focus upon young women in the schools so that we are not discouraging them or only orienting these programs, as we have done in the past, toward young men.

It seems that oftentimes these programs are targeted toward young men when, in fact, many of the young women want to participate but are stereotyped out of them or discouraged out of them.

Ms. CORTESE. The role of teachers I see certainly providing leadership on the State and local teams and part of the planning is somewhat the same way that I am doing in the State of New York for program planning, certainly in curriculum development, which I think is developmentally essential.

I guess there is an argument that maybe you need to get the workplace part going without the curriculum, but I think that then you get a very disjointed effort. You don't get an integrated approach. In fact, even the legislation perhaps makes too much of a distinction between workplace learning and school-based learning. I mean, in effect they should be one and the same, and so maybe another way of strengthening the proposed piece of legislation by not making that look like it is going in two different directions or that it is separated, because in most successful programs they are integrated, so I think the teachers can be involved also in staff development.

This is a whole new concept, and this is not going to affect the normal, as I see it, vocational type that went through programs previously, but hopefully we are broadening the scope which I guess gets into your last question if we start much earlier, and I know the bill doesn't go down to kindergarten or to early primary grades, but if we start introducing those workplace skills that employers tell us are important for everyone to have, if we start doing career awareness and shadowing, I think that there are more opportunities for women, young women to see what is available to them, to see other women working in those professions, and to get an opportunity to try them in doing some of the shadowing and other things, so I think we need to build that in as part of the system.

Mr. ROEMER. Thank you.

Ms. WOOLSEY. Mr. Gunderson.

Mr. GUNDERSON. Thank you, Madam Chairwoman, and thank you all for your testimony. I am struck by the lack of controversy this morning. It is almost a boring hearing on a very important issue. I might be able to spice it up a bit here, though, because one of the things I was thinking, is that today's hearing is indicative of what it is like to be in the minority because the Republicans have introduced two school-to-work transition bills of our own from members of this committee and neither one of those is the subject of this hearing.

The only bill that we are quote, unquote "looking" at is the administration's bill, which is, frankly, a pretty good bill, but there are some differences, and I would like to focus my Q and A on those differences to try to get some idea of how we might proceed when we get to committee markup.

One of the things that Mr. Goodling mentioned is that we included in our legislation, a title which provides assistance to States and local schools to develop school-to-work programs in the entire K through 12 system, primarily in the area of career awareness and things like that early on.

Is that something that you all believe should be included in a bill or not?

Ms. CORTESE. Well, I think I indicated during my formal remarks and in some of my answers to the questions that there are enough identified skills that came out of the SCANS report that can be integrated into the K through 12 curriculum that become really skills that maybe were normally reserved for kids who were college bound, you know, the ability to reason, ability to do research, to draw conclusions, those kind of things, and some of the personal dispositions that are also involved in it, so I think that that is possible to do from K through 12.

I also think that the early activities of awareness and shadowing are important, but they all have to lead to something, and I think that is probably why the effort is concentrated on what we see as secondary school students, but in doing that we shouldn't forget about what leads up to it.

Mr. **PAULY**. Representative Gunderson, in some of the youth apprenticeship programs that we looked at, we found that young people were enrolling in the programs and going to receive training in workplaces that was very costly for employers to provide and then finding out shortly thereafter that that was not the right occupation for them. The employers were frustrated, the students weren't happy. That could have been avoided if the students had done some career exploration and some visiting of the workplaces in a number of different occupations beforehand.

We think that a sequential program that starts with career exploration before students make a commitment to enroll in a particular high intensity, high cost, work-based learning program is valuable. We found that happening within the 9 to 12 context, and I guess my inclination would be to look to those grades for that career exposure activity rather than moving much earlier.

Mr. **GUNDERSON**. What grade did you want to begin that in?

Mr. **PAULY**. Nine or 10, Congressman.

Mr. **GUNDERSON**. One of the other differences is that we have a requirement in our bill requiring literally that a contract be developed and signed outlining both the employer's, the school's, and the student's responsibilities, especially when you get into the area of work experience. Having had some experience, as you obviously have, in either participating, implementing or studying these kinds of programs, to what degree do you believe some kind of contractual understanding of what the obligations of each party are, is essential to this kind of program being successful?

Mr. **KAZIS**. Ed and we, MDRC, and Jobs for the Future worked jointly on a program where we looked at a number of programs and looked specifically at this question. As Ed emphasized earlier, I think the importance, there is a difference between a contract and a training plan, I think.

Let me talk about the two for one second. It is very important that everybody be clear in advance what is this thing that they are about to get into, what are the students getting into, what are the employers getting into, what are the schools getting into, what are the rights and responsibilities. I think that definitely needs to be spelled out in advance.

In addition, you also want to actually have a fairly clear and agreed upon understanding of what is going on in the workplace on the worksite. Just as putting kids in a classroom doesn't guarantee they are going to learn anything in school, putting them in a worksite doesn't guarantee they are going to learn anything at work. How do you structure the worksite experience so that people are—so that the participants are learning? That requires advanced planning, a training plan and a contract enable—force the participants, the players to get together early and to clarify those. I think it is really important.

Dr. GAINTNER. In Boston we do have what is known as the Boston Compact, which is a written agreement between the school system, including the teachers and the employers and spells out exactly what we are talking about, so we think that makes a lot of sense.

Mr. GUNDERSON. As long as you are talking, Dr. Gaintner, you also indicated in your testimony some concern about targeting the money to a particular economic group. The administration's package does include $30 million in Federal grants to high poverty areas. Should that remain or should we just try to take all our money and say we are going to leave programs to the States and to the locals and I mean be more broad based?

Dr. GAINTNER. You folks are more expert on that than I am. I think all I can speak to is our program which does not attempt to exclude and ends up being very targeted because of the nature of the kids that we have in the schools, but I think from our own experience it needs to be fairly open-ended, but I don't know what the problems are in other places, and I can't really speak in any expert way about that.

Mr. GUNDERSON. I just appreciate all your answers because by accident you all have endorsed the Gunderson-Goodling bill.

I would just call to my colleagues' attention that we should probably look at both bills when we develop a committee report. Thank you very much.

Ms. WOOLSEY. The red light is on, Mr. Gunderson.

Mr. GUNDERSON. I am finished.

Ms. WOOLSEY. Mr. Scott.

Mr. SCOTT. Thank you, Madam Chairwoman. Mr. Pauly, I want to follow up on the question of at-risk students. What can be done if you targeted at-risk students, and they get into the program, what can be done against inappropriate tracking, after they get into the program? Can they get back out if they decide they want to go to college and not directly to work?

Mr. PAULY. Representative Scott, I think it is critical for programs to keep the college option open, whether students are going to pursue that option or not. They and their parents feel much more comfortable about the quality of the program they are in if it is possible for them to take the courses required for college entrance.

In addition, we found that the programs, again, which we studied and which were not part of any Federal program or mandate on their own decided that it was good business to include a wide range of kids, including both disadvantaged and low achieving kids and other higher achieving kids. That meant that they were doing a favor, doing a service for the whole community and everyone in the school and a wide range of employers. It really broadened their support base, and with that broader support base the services provided to all of the kids were in a sense importantly protected.

Mr. SCOTT. Dr. Gaintner, did you want to respond to that?

Dr. GAINTNER. Well, I basically agree with what has been said. That has been our experience.

Mr. SCOTT. Dr. Gaintner, what was the cost, unit cost per student of those who participated in your program?

Dr. GAINTNER. The Department of Labor demonstration grant was $2,000—is currently $2,000 per student. Above and beyond the obviously school system costs are employer wages. That is down from $4,000 when we started the program, so we have had experience and have refined it. That primarily supports this network of career specialists and people who knit the employers and the students and the schools together. But it is $2,000 per student.

Mr. SCOTT. How many students did you have?

Dr. GAINTNER. There are 165 currently involved in the program, and there are 75 students that are becoming involved as of September in the financial services sector. This is just the 165 was in the health sector.

Mr. SCOTT. The students were paid during that period of time?

Dr. GAINTNER. The students received wages during the time they are working; that is correct.

Mr. SCOTT. How much wages?

Dr. GAINTNER. It is based on the wage for the job. We also do this for our summer jobs program. We pay the students whatever the appropriate wage for the job.

Mr. SCOTT. Is that usually minimum wage?

Dr. GAINTNER. Listen, I really am not sure. I don't think so. I think it depends. I have my Director of Human Resources here.

VOICE. Six dollars an hour.

Mr. SCOTT. Do they also qualify for their earned income tax credit? I don't know if I am yelling this out into the crowd or—do they qualify for their earned income tax credit in addition to the wages?

VOICE. No, I do not believe so because part of the family income is involved.

Mr. SCOTT. It seems to me that we might be able to encourage, if they could take advantage of the earned income tax credit, we might get more people to be able to get in. Is there any technical assistance to the States and localities that we might provide to increase the number of employers that might want to participate?

I guess I can ask that to all the panelists or anybody that wants to respond.

Mr. PAULY. Congressman, I think that technical assistance is greatly needed on substantive issues as well as on important procedural issues like recruiting employers, but there are important lessons on marketing to both students and employers on making sure that the most effective instructional techniques, including such methods as applications-based instruction and project-based learning are used, and making sure that program operators are aware of the most effective methods to provide support to students, such as using a school-within-a-school model.

There is a wide range of experience out there in communities that are beginning to develop their own school-to-work programs. Taking advantage of that knowledge and spreading it widely across the country is, I think, a very valuable contribution the Federal Government can make in this field.

Ms. CORTESE. I was also going to mention, I know I hear as an argument a lot of times the fact that there won't be enough high skilled jobs to accommodate students if we train them in high skills, and I think that the Federal Government does have a responsibility to encourage, of course, employers to move to high performance workplaces, and that we ought to deliberately seek out and form partnerships with those that are moving in that direction and then do maybe job analysis and audits of others to see what kind of skills they require and to see if it is a good placement, but I also think one other option ought to be allowed that maybe there ought to be school-based enterprises that would be allowed.

In other words, that the school would create in effect the high-tech placement and that they would learn also on the job in the school setting, and I think that allowing for a school-based enterprise would be another option because we can't wait, obviously, and we want to start training people immediately.

Mr. KAZIS. I just wanted to add something to that question. In my testimony I recommended that you consider a separate targeted set of funds that would be available for national corporations. Let's say you have General Motors or you have whatever the firm is, that operates across, you know, many different States, many different localities, many different plants or workplaces.

Right now with the State-by-State kind of approach to—that is in the Act, I think that might discourage a national corporation from saying we want to do this in 10 places, we want to do this in 30 places. That might be one way you could encourage more large employer involvement.

Mr. SCOTT. Thank you, Madam Chairwoman.

Ms. WOOLSEY. Thank you.

Mr. McKeon.

Mr. MCKEON. Thank you, Madam Chairwoman. Mr. Pauly, I don't know if I understood you correctly to say that students that are in this program would continue to take the college preparatory so that they could then go to college if they decided?

Mr. PAULY. Congressman, 15 of the 16 programs that we looked at made sure that students took all of the courses required for college entrance as part of the program.

Mr. MCKEON. My youngest just graduated from high school and started college. She was taking college preparatory and with the other things that she was engaged in, that was full-time. I don't know how a student could take and do well in college preparatory and also be engaged in a vocational learning program. Did you find that that was feasible?

Mr. PAULY. I may have spoken in a misleading way, sir. These programs are making sure that students take the courses that State university systems require for college entrance. That is not necessarily the same thing as taking all of the courses recommended for high quality college preparation programs, which might well include four years of a foreign language and four years of math, for example.

Mr. MCKEON. I also served on the school board for a number of years and I know what the requirements are, the minimum requirements. Our school district had six periods, and if you were on track for a college preparatory, just to meet the minimum requirements did not leave much time for any other kind of classes.

Mr. PAULY. Depending on State requirements, and we identified some cases in which there was a competition for students' time. However, in the school component of most of the programs that we looked at the courses that students are taking are courses that are also compatible with college preparation. Students in many of the programs are taking three years of math. Well, those are three math courses that contribute toward a student's readiness for college and prepare the student for a high-tech work experience, so I think there is not necessarily the kind of competition that we frequently think of between occupational preparation and college preparation.

These students are mostly not taking three- or four-hour blocks of vocational education. If a student does that, obviously their ability to take a number of college preparatory courses is greatly reduced.

Ms. WOOLSEY. Mr. McKeon, Miss Cortese would like to answer also.

Ms. CORTESE. I think if we look at schools with the paradigm that exists right now that the question is a very important one and has really devastating implications for what we are able to do on the job training side of it, but I think that if we begin to think of having applied courses, applied math, applied English language in the context of a job experience, that, then, it is possible to do it because you are not also having to look at seat time in a classroom and then adding on to that the job experience part of it.

Mr. MCKEON. That is what I was getting at. Also a young person that wants to become a brick mason does not see a lot of advantage perhaps from trigonometry or some of the advanced math courses that would be required for college.

Dr. Gaintner, these 165 students that work in the hospital, what jobs would they be able to take after—what jobs would they be prepared for after serving in that environment?

Dr. GAINTNER. One of the primary motivations of the hospital industry is that it is very difficult to get people in certain key occupations, just to mention three: Laboratory technology, radiology technology and physical therapy. A number of the kids have expressed interest and have, in fact, gone in those directions, but quite frankly I think that almost any job that exists, one or another of these kids in this program has pursued that, so it is really very wide open.

Several, a number have decided to go on to college, into nursing, into medicine and other areas, so it really is based on what the interest—there was one young lady of Hispanic background who said she saw no future and got into the program and suddenly now wants to go through a four-year college program and has considerable ambition, so it is just exciting to watch this.

Mr. MCKEON. We have come full circle then, if we are trying to set up a program for the students that aren't going on to college and then gear them into that. I think that is admirable and encourages them to go on to college, but again I have some familiarity with hospitals, and the occupations you mentioned all require further education and degrees.

Dr. GAINTNER. But most of the young people are not going—I was giving examples of some of the reasons—we have very difficult times getting people in a number of the occupations within the health field, so there is a lot of enlightened self-interest here, and I think that is perfectly reasonable, where those interests and the kids' interests and the schools' interests are hand in hand.

Mr. MCKEON. I was just trying to see where that benefited or that helped in vocational education because as I look at a hospital, the full-time occupations that don't require further education degrees would be maintenance, in the food area, cleaning, but all of the other occupations you mentioned require further education. I think it is admirable what you are doing—and raising people's standards and goals and giving them a feel for what could be there—but I don't see that that really takes care of the student that is not academically oriented that may be wanting to go into the trades or into some other occupation.

Dr. GAINTNER. In fact, the emphasis is on the latter, that what you are talking about. I was simply giving some examples of young people who have gone on into other areas and some other needs in hospitals, but the emphasis, the vast majority of students have gone in those directions. We also have a huge summer jobs program that the hospitals have been very involved in which identifies a number of these young people, and they will stay on and, in fact, move right into the workforce after they graduate.

Ms. WOOLSEY. Mr. McKeon, Mr. Goodling was going to ask you to yield some time and you ran out, so I am going to let him have some of my time. He needs to say something.

Mr. GOODLING. Well, I just wanted to point out that the beauty of the tech-prep program is that they are getting all the applied geometry, applied trigonometry, et cetera, et cetera—subjects that they never, ever would have thought they wanted to take. As a result, they can go either way—they are prepared either to go directly into the trade or to go on in school. So many times we have people that take college preparation who don't go on to college and they are prepared to do nothing. The opposite has been true with the tech-prep program, you can go either way, and that is the beauty of the tech-prep program.

Ms. WOOLSEY. Mr. Klink.

Mr. KLINK. Thank you, Madam Chairwoman, and thank the witnesses for their patience and the answers that they have given us. I have one problem, and if you have covered this before I got here, I apologize. I am a cosponsor of this legislation. I believe in its intent, and we are working towards something that is going to work, but yet I have a problem because what I have witnessed in the Pittsburgh area, and I think I have talked to my colleagues, it happens around this country that we have got a school-to-work program now.

We know, for example, in Pennsylvania and primarily in southwestern Pennsylvania that about 70 percent of the jobs that we are going to be creating in the next decade are going to require vocational technical education, yet we have got wonderful vocational technical schools, but we can't get our kids to attend because of the stigma attached.

How do we get around that because that is really what we are talking about here. How do we get beyond that stigma that you are not going to be going to college, you are going to learn to work with your hands. You are going to learn to build things. You are going to learn to make things. You are going to learn to repair things. You are going to have to learn to read a schematic because we have just gone through a period of time, the 1950s and 1960s, where the parents that lived in the factories said, well, my kid is going to do better than me. He is going to wear a suit. He will be a doctor, a lawyer, whatever. How do we get around that? I don't think that has been addressed.

Ms. CORTESE. The things you describe are absolutely true. The State I come from in New York where we have very high quality vocational programs that sometimes the classrooms are empty, the stigma I think is created by the perceived lack of high standards that exist in those programs. I think it is created also by the dichotomy between the college bound and the in quotes "vocational" bound.

In New York we are contemplating requiring a work experience for every single student, and I know of one district that is doing a hospital experience and those students who are looking to go into medical school will be getting courses and working with doctors and professors of medicine down to the people that the other representative talked about who might be doing the food service program, but in that case you have got the broad spectrum of students involved in the vocational training so that there is no stigma saying, I mean to be as honest as I can, you know, the dummies all go to the vocational programs, so I think that it is very important to get that broad a range in.

The other part that I mentioned first is also the standards issue. Normally kids right now do not in New York want to take regents courses because that is too difficult. We have had almost a 40 percent drop in students taking regents courses. They are all bunched into the general track. They also don't want to take the vocational courses partly because of the stigma, but also because some of them do require additional time and additional work, so I think that some of it is a motivation to kids to see the connection between the work they do in school and what future benefit it is to them in their life, and right now we don't have a systematic way of doing that.

A student who wants to enter an Ivy League institution knows that if they get all As and they score high enough on their SATs they are probably going to get in. A student who is in any of those other tracks really has no system for getting them into the job market, and that is, I think, part of what we are trying to address in calling this a systemic approach and a school-to-work transition, and every student will be a future worker.

Mr. KLINK. I am not hearing that from my constituents. What I am hearing is that kids who are 14, 15, 16, 17 years old are under unbelievable social pressures at school, and, for example, I got a letter from one of my constituents who said his son who is very bright, but just doesn't apply himself, is very good mechanically, buys pick-up trucks, cars, fixes them up, sells them. The kid is making fantastic money, but when he suggested that he go to vocational technical school and learn how to do those things the kid was excited until all of a sudden they started, "You are a techie." We are making plans to go to college and you are sitting there thinking about getting grease under your fingernails.

I don't think it is just quality. I think that there really is a lot of social pressure, and I don't know that legislation can get around that, and that is really my question. That is at the core of my question.

Ms. CORTESE. Well, I think that it maybe won't get around it the first year or the second year, but eventually when you offer high quality programs and kids actually end up in jobs that pay decent wages, good wages, not low minimum wages, that eventually you can begin to break that cycle. It is not going to be broken immediately. You are going to have to have a few exemplary places where kids see what is happening and what the end result, what the reward is in it for them, but it is not going to happen overnight.

Dr. GAINTNER. We would like to see these programs in all the schools, not just the vocational schools, so that there is a lot of overlap and so you break down those stigmas.

Mr. KLINK. Another question, do you see any way—I will throw this out to the panel—how can this legislation be strengthened to ensure a large number of employers participate in this to really give students the learning opportunities? I think that might get around my first question. If you have the employers there and they are actively involved.

Mr. PAULY. Congressman, we think this is going to be one of the toughest challenges because in the 16 programs we looked at, we found only a small number of employers were willing to accept more than three students to provide work-based learning. I know that the Deaconess Hospital program is a major exception to that, but overall it is only a few employers that are willing to provide a substantial number of slots.

We found the most effective recruiting technique was to use local employer associations. People in the schools tend not to have the networks with employers and to lack the credibility and track record to persuade employers to come into these programs and to come in in a big way and individual employers tend not to have relationships with more than a few other employers, but local employer associations have the credibility and the networks to pull this off, so we would strongly encourage using them as the major lever to both induce employers to come in and to provide them with the support that they need to stay in and to make major commitments to these programs.

Mr. KLINK. Thank you, Madam Chair.

Ms. WOOLSEY. Mr. Petri.

Mr. PETRI. Thank you very much. I guess I am sitting here trying to think what it is that the Federal Government brings to the table when we are talking about problems of moving from school to work in local communities all across the country and the relationship between the local employers in a labor market and the potential employees and students. In our area in Wisconsin, when I grew up and went to high school, we had active programs, and I think we still do in a number of the schools in my area where senior year or junior and senior year students work part of the day in school learning office skills or other skills and part of the day for a local employer. There was a kind of a cross-reference system where employers call up the instructors and have students referred, and there was quite a marketplace going on back and forth; the same thing went on between the shops and the factories in the town, so this was being done.

People aren't incapable, if they are looking for qualified employees, of thinking that young people are a potential pool, and the school is where to go and get to know the teacher and explain to them what your needs are. That can help focus the attention somewhat and give people relevant experience. They do it all the time, so what is it that we do here in Washington to help that process rather than move the focus from the employer and the local instructor to paperwork and getting funds from Washington and filling out bureaucratic requirements rather than interacting at the local level and just doing it?

Could you tell me how we can be helpful rather than having the law of unintended consequences come into play and end up moving things in a more bureaucratic and paperwork-producing direction rather than toward real interaction. I know, Mr. Kazis, you were talking somewhat about that in your testimony.

Mr. KAZIS. Well, I would suggest a couple of things. Certainly these are not very easy things to develop and to develop well. They are not easy programs to develop that have real quality to them, and I think part of that is that they are new and people don't really know what it would take to put the pieces together that would make quality, and so you have over in this community people struggling with trying to figure it out. You have people over here in another State trying to figure it out. They don't really have ways to learn from each other, to talk to each other, so I think there is a role in encouraging technical assistance.

I would stress that that technical assistance be not someone coming in from the outside and saying here is how you do it, but enabling peer learning among practitioners at the local level and also peer learning among practitioners at the State level because I think as people are—people and institutions are puzzling through how to move forward in these kinds of integrated programs and comprehensive initiatives, I think the more that people are learning from each other in structured ways and clear ways, I think that is one important role for the Federal Government.

I also think, as I mentioned earlier on the research and evaluation side, there need to be stories told about what is actually happening, what works, what doesn't over time in terms of what gets employers involved, what are the costs and benefits to employers, who is being served, who isn't being served, what are the outcomes from these different programs. I think that is an important piece as well.

Dr. GAINTNER. May I comment? I think what we have found is that the governmental help can be to put this organization that provides the glue, that marries together employers who are perfectly happy to pick up their part of the costs and the school system together and in a large city environment having these career counselors in all of the high schools is an extremely important role, and that is, in fact, what the dollars go for.

I, too, share your concern about too much—too many rules and regulations and hope from the health reform. We see some change in that, too.

Mr. **KAZIS**. I also think it is real important and it seems that this is being done, but to think through how does this particular piece of legislation connect to Goals 2000, how does it connect to Perkins, how does it connect to ESEA down the road, because you don't want to create something that just hangs out there and isn't integrated into a central part of school reform.

Mr. **PETRI**. Thank you.

Ms. **WOOLSEY**. Mr. Green.

Mr. **GREEN**. Thank you, Madam Chairwoman. I appreciate the opportunity to ask some questions.

Mr. Pauly, one of the questions I have is a number of the programs you studied served at-risk students. Should this legislation serve this particular population and should we mandate some type of equitable service? Of course, I think by definition we are going to serve at-risk students, but——

Mr. **PAULY**. Congressman, I think the mandates are always tough, and there is a real risk of having this program become identified as a program that is only for at-risk kids. I think that would be a real loss. The programs that we looked at made very strong efforts to make sure that they were perceived as contributing to the whole school and whole community set of goals by serving kids from across the range.

If they only served kids who were high achievers, then the teachers and community members who have other kids are saying you guys are taking the easy part of the job, what about us. If they only serve at-risk kids, then they will lose the support and interest of teachers of college-bound kids. There is a lot of interest in the kinds of opportunities that these programs make available among lots of different kinds of kids and programs that reach out to those kids really can build a strong constituency.

Now, providing localities with technical assistance on effective ways to make sure that disadvantaged and low-achieving kids can do well in these programs is something that the Federal Government really needs to become involved in because getting that word out is going to be a major challenge.

Mr. **GREEN**. One of the other concerns I have is the records that the schools have to keep, and I know there is some waivers, but, since we are dealing with NAFTA, we see that the trade adjustment training requirements are sometimes not necessarily result-oriented as much as it is a monthly payment.

What about the ability of the success rates for job placement afterwards? Can any of the panel talk about that? I know that is one of the frustrations both with I know people in education, but also in elected positions trying to provide that.

Dr. **GAINTNER**. Well, in our experience the success rate is very high. It is practically universal I think, practically every one of the kids has gotten a job.

Mr. **PAULY**. Congressman, I think it is running a big risk to use a nationwide performance standard like a placement rate as a way to gauge the success of programs. The easy way for recipients of Federal funds to respond to that is to cream, that is to only choose students who will make them look good later on by getting job placements.

There is also the complication that students who start the program thinking that they want a job right after high school may have—may discover that the right job for them requires a two-year community college program, so it will take a while before they show up in the right job rate.

Now. Your concern for finding out what works is absolutely on target. My suggestion about the best way to do that is for the Federal Government to design some demonstrations and evaluations that will look carefully at programs to identify the elements of effective programs and then spread the word about what those elements are and try to put some strong incentives on local programs to adopt those effective elements rather than using what I think is inevitably a blunt instrument of using an outcome standard across the board.

Mr. GREEN. Okay. My last question is, Mr. Kazis, on page two of your testimony you ask for a clear definition of the Federal role, and what specifically would you ask the Federal Government to do and how do you see this balancing with the role of the States?

Mr. KAZIS. I made a few statements already that relate to answering this question, but the one very specific thing I would like to say on the skill standards issue, I think it would be dangerous for this Act to encourage the creation of 50 sets of skill standards, 50 plus sets of skill standards across the States and that this really is a Federal piece of work.

Mr. GREEN. But specifically for Federal Government we need to have some type of—something for all the 50 States instead of for Texas, New York or whatever?

Mr. KAZIS. I think in the Act as it is written right now, or in the bill as it is written, it encourages States to put some money into skill standards development or determining how they will do skill standards. I think you have got to be careful there because that could be, A, a sinkhole for State resources and it could also then lead to the fragmentation rather than centralization, coordination.

Mr. GREEN. Okay. Thank you. Thank you, Madam Chair.

Ms. WOOLSEY. Thank you. One subject that we haven't addressed is rural areas. In your study, Mr. Kazis, did you learn anything that we could apply to the rural areas in establishing effective school-to-work programs?

Mr. KAZIS. Yes, and Ed might also want to comment on this after me, but I think one of the things that we have learned both, and it doesn't take long to learn this, but when you look at rural areas and when you look at large urban areas, I mean, you have real challenges of where are the employers, how are you going to provide enough and create enough work-based learning opportunities.

I think that that requires a lot of creativity, creativity and thinking about a palette of opportunities, some more intensive, some less intensive in the workplace. I think one of the things that we have seen in rural areas is the idea of since most employers are small, and they are only going to take one kid and they might not want to take a kid for a few years, they might want to take a kid for a few months. How you do coordinate almost rotating through small employers and how do you structure some learning into that experience?

I think you also have to look hard in rural areas at school-based enterprises and entrepreneurship activities within the schools as a complement to what you can put together with existing employers.

Ms. WOOLSEY. Dr. Gaintner, do you have anything you want to add to that?

Dr. GAINTNER. No.

Mr. PAULY. Congresswoman, two of the programs that we looked at, one in Central Point, Oregon, and the other in Fort Collins, Colorado, were in lightly settled, sort of rural areas. They developed cooperative education programs in which a large number of students spent a briefer time than a year with an employer. It might be a period of six weeks. In some cases it was more intensive engagement for a week or two. That short period enabled more students to participate in the program and to get a look at several different workplaces, but you are absolutely right that this is a perfect example of the reason that there has to be a lot of local flexibility in taking advantage of the particular local opportunities and dealing with particular local challenges, which makes it, I think, inappropriate for there to be a single mandated prescriptive model.

Ms. WOOLSEY. Well, thank you. I want to thank this entire panel. You have been very helpful to us in our review of H.R. 2884 and of the Gunderson-Goodling bill, and whatever other legislation is going to come ahead of us from school to work.

Now, I would like to ask you, would you be willing to respond in writing to written questions from the panel if any were not asked that they would like to know?

Mr. PAULY. Of course, Madam Chairwoman.

Ms. WOOLSEY. Thank you very much.

Mr. PAYNE. [presiding] Would the members of the second panel be kind enough to come up, Mr. Paul Weckstein, Mr. Erik Payne Butler, Donna Milgram, and Anthony Sarmiento. If you would take your seats. We will begin in the order, Paul Weckstein, the Co-Director of the Center for Law and Education here in Washington, DC, and we are certainly pleased to have all of the panelists here.

Let me just say that the second panel we are going to move it along a little more quickly. It is very important, but if we get a vote that is going to take 20, 25 minutes out, and I don't want to have this extend on through the afternoon when we will be interrupted. I think we have been fortunate for the first panel that there were no interruptions. I think that our gracious chairperson was extremely liberal with all of you, but I will sort of tend to restrict the questions. There we go.

Why don't we start.

STATEMENTS OF PAUL WECKSTEIN, CO-DIRECTOR, CENTER FOR LAW AND EDUCATION, WASHINGTON, DC; ERIK PAYNE BUTLER, CHAIRPERSON, NATIONAL YOUTH EMPLOYMENT COALITION, WASHINGTON, DC; DONNA MILGRAM, DIRECTOR NONTRADITIONAL EMPLOYMENT AND TRAINING PROJECT, WIDER OPPORTUNITIES FOR WOMEN, WASHINGTON, DC; AND ANTHONY SARMIENTO, ASSISTANT DIRECTOR, HUMAN RESOURCES DEVELOPMENT INSTITUTE, AFL-CIO, WASHINGTON, DC

Mr. WECKSTEIN. Thank you, Mr. Chairman. I am Paul Weckstein, Co-Director of the Center for Law and Education. Our vocational-education project has been trying at a national level to make sure that the 1990 Perkins Act works for all students.

On the one hand, we have learned that you in Congress put together just the right pieces in Perkins, pieces that should now be transferred into the school-to-work bill.

We have been working in places like Chicago, Cambridge, Boston, Philadelphia, and what we found is when you put academic and vocational teachers together and tell them your task is to come up with a way to integrate academic and vocational-education across the entire curriculum in a way that gives students strong understanding and experience in all aspects of an industry, not just technical and production skills, but planning, finance, management, labor, community, underlying principles of technology and health safety and environmental issues in that industry, and you should plan it with the active involvement of other teachers, students, parents, and area residents, and make sure you build in ways that students from all special populations will participate and succeed, then these teachers, along with their students, get extremely energized and become tremendously inventive, particularly if you add that the curriculum can link school and community by working on viable development projects to improve community life; for example, starting a student-run credit union, converting the city's trucks to electric power or establishing a health care clinic. Students bring literature, writing, math and science, history to investigating and working on, for example, all aspects of the transportation industry, its financing, the physics and chemistry of internal combustion engines, approaches to environmental issues, et cetera. Our other contrasting experience with Perkins, however, is that most teachers, students and schools are not engaged in this task because it has never been laid before them.

They have never heard of these provisions. Drawing on these lessons, we now face major challenges in how do we come up with a bill that will result in high quality opportunities linking school and work for all youth. How do we do that when first change is a constant?

We can't predict by the time 15-year-olds become adults precisely what their career goals will be, what jobs will be available or what specific technical skills will be needed for those jobs.

Second, our firms aren't prepared to generate work-based training slots for all youth now. Most provide little training to their own line workers below management, let alone to marginal high school youth.

Third, we have not been creating enough high skill, high wage jobs to connect youth with at the end, especially in low income, urban and rural areas.

Fourth, major inequalities in tracking of people exist both within schools and workplaces; and, fifth, parents, students and teachers remain largely unempowered and unaware of the laws you write to address such problems with information stopping at the office of the central district, the State or the Feds.

To deal with these challenges the bill needs strengthening in a number of ways. Let's start with how to ensure quality. First, borrowing the definition of general occupational skills from Perkins, build strong understanding and experience in all aspects of industry into the school-based component and the standards students are expected to master as well as the work-based component. This can provide, A, a rich platform for integrating academic skills, B, the transferable skills to protect against inevitable changes, C, the skills needed for high performance work organizations and innovation, D, the skills to engage in community economic development and business creation in areas where there aren't enough good jobs, and, E, ways to overcome the tracking of students between those who plan, decide, and see the big picture and the rest of us.

Second, make sure the bill provides high level academics sufficient to enter four-year colleges upon high school graduation. Otherwise the program will cut off students' options and be viewed as academically inferior by parents and teachers.

Third, try to target to work-based placements in high performance work organizations. It is hard to create high quality placements in low skill settings. Next, how can we provide good opportunities to all youth? How do we ensure that every youth will have this opportunity?

First, to deal with the limited number of private placements, define work-based placement to include work placements generated by schools themselves, including serious school-based enterprises, community development projects, community service programs.

Second, tie the grants to school systems that are restructuring their academic programs so all students engage in project-based, multidisciplinary learning that integrates theory and hands-on experience, making this program one academically equivalent part of an overall school reform strategy.

Third, to confront the equity problems, build in provisions at least as strong as Perkins to access the supports necessary to succeed and responsibility for identifying and remedying causes of unequal participation and success.

Fourth, for out-of-school youth require schools to take vigorous steps to reach out, but also give CBOs an expanded role.

Fifth, the benefits of this Act won't reach all the youth unless we give them the enabling tools to play an active role by a clear guarantee to all youth of these opportunities, the help and assistance and information they and their parents need to obtain these guarantees to participate in program design and remedy problems and see strong State and Federal technical assistance and monitoring along with the reorientation to what should the primary mission of serving the needs and rights of students rather than administrative convenience.

Finally, I urge you, as Rich Kazis did, to take a much more careful approach to waivers before you transfer your constitutional role as the people's legislative voices to future unknown secretaries. Thank you.

[The prepared statement of Mr. Weckstein follows:]

PRESENTED BY PAUL WECKSTEIN, CO-DIRECTOR

My name is Paul Weckstein. I am the co-director of the Center for Law and Education and the director of its Vocational Opportunity for Community and Educational Development (VOCED) project. I am most pleased to have this opportunity to testify on the proposed "School-to-Work Opportunities Act of 1993," H.R. 2884.

The Center for Law and Education is a nonprofit organization dedicated to advancing the rights of low-income students to high-quality education from early childhood through postsecondary education. Our VOCED Project works at local, state, and national levels to implement the Carl D. Perkins Vocational and Applied Technology Education Act, and to help low-income students and their communities redirect vocational education programs to better meet their long-term educational, social, and economic needs.

A. Lessons from Vocational Education Reform and the Perkins Act

Our efforts at making the Perkins Act work for all students have given us two very different kinds of experience directly relevant to this bill.

On the one hand, we have had some wonderful experiences that tell us that you in Congress put precisely the right pieces together in the 1990 Perkins Act -- pieces that should now be transferred into the school-to-work bill. We have been working intensively in selected sites across the country -- such as Chicago, Cambridge[1] and Boston, Oakland and Richmond, (CA), and Philadelphia. When you put academic and vocational teachers together and tell them --

> "Your task is to come up with a way to integrate academic and vocational education across the entire academic curriculum in a way that gives the students strong understanding of and actual experience in all aspects of an industry (such as the health industry or the transportation industry) -- not just technical and production skills, but also planning, finance, management, labor, community issues, underlying principles of technology, and health, safety, and environmental issues in that industry -- and plan it with the active involvement of teachers, students, parents, and area residents and make sure you build in ways that students from all special populations will participate and succeed"

-- these teachers, along with their students, get very energized and become tremendously inventive -- particularly if you add to the mix that the curriculum projects should link school and community by engaging students in studying their community needs and resources and in working on viable development projects and enterprises to improve community life -- for example, starting a student-run credit union in Chicago, converting the city's trucks to electric power in Cambridge, or establishing a health clinic in Oakland. Students bring literature, writing skills, math and science, and social studies to investigating and working on, for example, all aspects of the transportation industry -- its financing, the physics and chemistry of internal combustion engines, its labor histor; ad relations, approaches to environmental issues, etc.

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[1] The Cambridge site, the Rindge School of Technical Arts, has won a Ford Foundation "Innovations in State and Local Government Award," for its CityWorks program -- the 9th grade component of its effort to restructure its vocational programs to exemplify the Perkins principles discussed below.

Our other, contrasting experience, is that the large majority of teachers, students, and schools are not engaged in this task -- because it has never been laid before them. They have never heard of these requirements. This is a failure that started with the previous U.S. Department of Education -- which lacked the will, the resources, and the consumer orientation to see that the law works to the benefit of students, rather than administrative convenience -- and extends through the State departments of education and the central offices of the school districts. So, when these requirements are not implemented -- when a program is not providing experience and understanding of all aspects of an industry, when supplemental services are not available, when participatory planning does not occur -- no one is in an informed position to notice it, let alone take action.

We draw on these twin lessons in looking at H.R. 2884 and at what it would take to achieve its ambitious goal of providing high-quality school-to-work opportunities for all youth. Rather than just giving up on "vocational education" and moving on to "school-to-work," we should recognize that Congress has already enacted into Perkins key provisions for program quality, equity, and participatory governance that should be folded into the new Act, while learning from their lack of implementation in some areas. Otherwise, we risk keeping those parts of vocational education that no longer make sense, while disposing of those parts that do.

We support the universal aims of H.R. 2884, its focus on opportunities for all. The bill's overall structure for accomplishing its ambitious aims is one that, in broad outline, we also believe makes sense -- in particular:

- the identification of basic required components of any program;
- development grants for States to develop plans for providing high-quality school-to-work opportunities for all, built upon and coordinating existing programs, rather than creating a new program that would inevitably not have adequate funds by itself;
- implementation grants to States that have developed adequate plans;
- grants to local partnerships for implementation, either through the States that are ready for State implementation or through federal grants to local partnerships in States that are not and federal grants to high-poverty areas; and
- a set of national program activities to support the State and local work.

There are, however, three related areas of challenge: (1) ensuring that programs are high-quality; (2) "going to scale" -- that is, making sure they can serve everyone; and (3) enabling various parties to see that the system moves from paper to reality. In each of these three broad areas, Congress must make key changes if we want to ensure that this bill results in high-quality opportunities for all youth and that we do not waste this important chance for addressing a major problem.

B. Addressing Quality Concerns

Fair numbers of parents express reluctance to have their children enter school-to-work or other vocational programs (including tech-prep programs), expressing skepticism about their educational and long-term career value. Indeed, the wage gap between college graduates and high school graduates is growing. Educators as well, for example at the joint Department of Labor/Department of Education conference last month in Baltimore, expressed [illegible]erns about the potential for tracking students into work programs that may have limited educational content. The response to these concerns must go beyond good publicity to actual attention to key quality issues, in both the school and the workplace.

1. Broad vocational skills -- in all aspects of the industry

As our experience with teachers confirms, strong experience in and understanding of all aspects of the industry students are preparing to enter -- including planning, finance, management, labor, technical and production skills, community issues, underlying principles of technology, and health, safety, and environmental issues in that industry[2] -- is a linchpin for quality and for equipping students with the long-term skills necessary for good careers. It provides:

- *A rich platform for integration of academic and vocational skills:* Academic-vocational integration is too often conceived as "dumbing down" academics to relate to a narrow set of job skills. In contrast, exploring and working on the issues facing an industry and the enterprises within it provide limitless opportunities and demands for high-level, exciting reading, writing, mathematics, science, and history.

- *Transferrable skills to protect against inevitable changes:* Confining students' vocational preparation mainly to a prediction of the exact skills needed to do a particular job is a prescription for disaster in the face of rapid changes in youths' career goals, in labor markets, and in technology.

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[2] This is also the definition of "general occupational skills" in the Perkins Act and is one of the required foci both of State assessment and planning and of local evaluation and improvement.

- *The skills needed for high-performance work organizations and for innovation:* Decentralized decision-making, flexible production, and broader job definitions put a premium on workers' understanding of planning, finance, management, etc. in the larger enterprise and industry. All aspects of the industry also fosters the skills needed for the kinds of innovation that spawns new and improved technology.

- *The skills needed to engage in community economic development and business creation:* Especially in low-income communities, there are too few good jobs. Planning, finance, management, community issues, and the other aspects of the industry are precisely the skill areas needed for community development and job creation -- allowing new uses of untapped human resources to address unmet community needs, instead of passive dependence on help-wanted ads.

- *Above all, the basis for overcoming the tracking of students between those plan, decide, and see the big picture, and those who supposedly just execute:* By transforming the notion of vocational skills to encompass all aspects of the industry, we transform the notion of workers and break down the distinctions between planners/thinkers and doers. We also enable students to see their world whole and to make sense of their work place.

To reap these benefits in the Act, we need to make strong understanding and experience in "all aspects of the industry the student is preparing to enter" a central feature of (a) the school-based learning component, (b) the work-based learning component, and (c) the outcomes addressed in certifying the students' skills. As introduced, the bill:

a. **Omits it from the school-based component** [Sec. 103]. Only if it is built into the school-based component can it serve as a rich curriculum platform for integrating academic skills and making them relevant to the workplace. Moreover, the school's educational responsibility to its students means it cannot leave the learning about all aspects of an industry in the hands of the employer alone.

b. **Omits it from the skill standards and certification process** [Sec. 4(4)(D) and 4(13)]. The skill certificate has the potential to drive and shape the real curriculum, upon which students and teachers focus, particularly as we move further toward standards-based education reform. If "all aspects of the industry" are not included in the skills targeted as outcomes, they are more likely to get ignored, with the danger that the skills will become overly narrow.

c. **Includes it only in a very diluted form in the work-based component** [Sec. 102(4) and 4(1)]. Instead of referring to "all aspects of the industry," including the enumerated aspects (planning, management, etc.), it calls only for "a variety of elements" -- "such as" those enumerated. This misconstrues it as being a set of components, as opposed to an overarching approach which enables students to understand how an industry functions.

2. High-level academics -- sufficient to enter four-year college upon high school graduation

The Act contains significant provisions on mastery of academic skills. Yet there is still significant possibility that students who enter a school-to-work program will face barriers to the full range of postsecondary institutions, feeding parents' and educators' tracking concerns. In particular, students entering the program and performing at the expected academic levels within it may nevertheless not be eligible for four-year postsecondary institutions upon graduation from high school. This would impose a significant cost for making a choice in 10th grade, for example, in the case of students who, particularly after becoming more engaged in their high school studies, by the 12th grade have expanded their academic goals -- but now find themselves eligible only for a two-year institution. If the academic merit of these programs is to be viewed as equivalent to other programs, they must qualify the student to enter and succeed in four-year institutions upon high school graduation.[3]

3. High-performance work organizations as focus of work-based component

"Because most American employers organize work in a way that does not require high skills, they report no shortage of people who have such skills and foresee no such shortage." [America's Choice, Page 3.] In a low-skill work place organized around routinized jobs, the task of providing a high-quality work-based placement for students which meets the requirements of Sec. 102 is rather daunting.

The task becomes much easier in a high-performance work place where more authority and responsibility are devolved to workers, jobs are broader and less fragmented, etc. (See last year's S. 1790 for a definition.) Thus, these work places should be the primary target for work-based placements. If other, low-skill sites are to be used at all, great care and oversight must be maintained.

C. Facing basic realities -- overcoming barriers to serving all youth

Like the Perkins Act, H.R. 2884 has far-reaching goals. However, we will never get there, if we don't confront some basic realities about schools and the workplace.

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[3] This is a two-way street and may, in some states, require reassessment by the postsecondary system of admissions requirements to reflect new ways of meeting high academic standards -- this is precisely the kind of secondary-postsecondary cooperation which the Act should foster.

1. Limited employer placements

America's private firms are far from prepared to offer work-based placements for all our youth, let alone high-quality placements. Only a small minority of firms now provide significant training to their own line workers below the management level -- let alone to "marginal" high-school youth. Moreover, relatively few of these companies meet any definition of "high-performance work organization," raising serious questions about the quality and breadth of skills that any students placed there would master.

We have two choices. We can wait for the full transformation of the American workplace and in the meantime make modest increases in the handful of quality placements now available -- perhaps inflating this number by ignoring real quality criteria and placing kids in dead-end jobs with no real educational content. Or we can recognize and use the resources that are sufficient to serve all students -- namely the schools and their teaching staff.

We can have a system in which all students participate in high-quality, real-life learning that is linked to academic mastery, if we are willing to recognize that, for some time to come, most of the experiential placements will have to be generated by the schools themselves. Congress should amend the bill in two ways.

First, *expand the definition of workplace to include school-based work placements such as student-run enterprises and school-sponsored community service programs, provided* that they are of sufficient quality and intensity to otherwise meet the quality requirements of the Act. (The provisions concerning wages, which are appropriate for external work placements, should be more flexible for school-based work placements.)

Second, *link local grants to school systems that are restructuring their academic programs so that all students engage in project-based multi-disciplinary learning that integrates theoretical concepts with hands-on experience,* so that the school-to-work program would be one, academically equivalent part of an overall school reform strategy.

2. Tendencies toward exclusion and inequities

Anytime quality is scare, inequality becomes the basis for its rationing -- a long tradition in both the school and the work place. We will not have high quality school to work opportunities for all youth unless the bill is strengthened to ensure that all receive the assistance and services they need to fully participate and succeed. This includes:[4]

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[4] The Perkins Act has strong, more specific provisions on most of these points. The 1992 regulations issued by the Department of Education, however, have served to narrow the scope of the protections afforded students, by changing the explicit

a. **Equal access** to *all* programs -- including elimination of gender, race, or disability bias in counseling, prerequisites which screen out certain groups, unequal ability to access information, and other barriers.

b. Provision of all **support services** which various groups and individuals need to succeed, such as tutoring for educationally disadvantaged students, language instruction for students with limited English proficiency, adaptive services for disabled youth, and supports for students with children.

c. A system for collecting adequate **data breakdowns**, program-by-program, on participation and successful outcomes by race, sex, disability, and disadvantage.

d. When this data reveals unequal rates of participation or success, **effective steps** to be taken, with the participation of these populations, to identify and overcome these disparities.

e. High quality **staff development and technical assistance** to carry out these tasks.[6]

3. Out-of-school youth

Schools should be required to take vigorous effective steps to encourage out-of-school youth to come back to restructured programs. But this alone ("we told them they could come back") cannot by itself constitute making programs available to all. There must be an emphasis on making community-based programs available as well. These can build on a strong existing base of expertise within the CBO community. It will, however, require the allocation of significantly greater resources to provide for expanded enrollment of these youth.

4. The gap between federal law and program beneficiaries and providers

As we have noted from our experience with Perkins, many of the most important provisions of education law which you enact are routinely ignored. In fact, teachers, students, and parents never even hear about them -- let alone have the enabling tools to make them a reality.

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words of the Act.

[6] We also support many of the equity proposals of the Coalition for Women and Job Training and the Consortium for Citizens with Disabilities.

This bill will never achieve its intended goal of creating high quality school-to-work opportunities for all American youth unless it contains those enabling tools, including:

a. An unambiguous guarantee to all youth of those opportunities.

b. The information, assistance, and authority for these youth and their parents to (i) obtain these guarantees, (ii) participate in shaping programs,[6] and (iii) remedy the problems that will inevitably occur.

c. Systems for ensuring that information about these guarantees and involvement in shaping the programs extends beyond the school district central offices to the teachers.

d. State and federal responsibilities for both technical assistance and monitoring compliance, along with a reorientation to what should be their primary mission of serving the needs and rights of students -- rather than administrative convenience. This will also require significantly higher levels of staffing than now exists in the Department of Education's Office of Vocational and Adult Education. As an organization which advocates for students and parents, and is thus ultimately concerned with delivery of services, we would nevertheless strongly support additional resources being targeted to these administrative functions.[7]

D. Waivers

Whether your favorite Secretary was William Bennett or Shirley Hufstedtler, Willard Wirtz or Raymond Donovan, you should think twice before relinquishing your Constitutional role as the legislative voice of the people through the broad waiver authority in this bill (along with Goals 2000 and the Administration's Elementary and Secondary Education Act proposal). Not only regulations but Acts of Congress themselves can be waived, with extremely little in the way of objective criteria or public involvement, including the very provisions that are most critical to the Perkins Act and indeed the provisions you haven't even written yet but will decide are critical for the new Elementary and Secondary Education Act.

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[6] The Perkins Act has requirements, modeled on Head Start, for states to issue effective procedures whereby students, parents, teachers, and area residents can participate in state and local decisions affecting the programs.

[7] We also would support the additional workplace safeguards proposed by the AFL-CIO, as well as their positions concerning the primacy of the education focus of these programs and the need for worker and labor involvement.

Moreover, a more careful investigation into the actual degree of need for increased waiver authority would recognize that much of the call for waivers is coming not from the rigors of federal law but from its effective absence. That is, as noted earlier, the lack of accurate information about federal mandates is endemic at the local level -- where those in the school often have little basis for knowing whether a mandate has been imposed by the federal government, the state, or someone in the district office. In fact, most of the detailed regulations facing schools are state requirements.

Conclusion

Thank you again for this opportunity to testify. We look forward to working with you as you strive to make the promise of this Act a reality.

WE WILL BE SENDING YOU SPECIFIC BILL LANGUAGE ON THESE POINTS AND OTHERS SHORTLY.

Mr. PAYNE. Thank you very much.

We now hear from our second panelist, Eric Payne Butler from the National Youth Employment Coalition here in Washington.

Mr. BUTLER. Thank you, Mr. Chairman. I am honored to represent the coalition which is a group of over 60 youth-serving organizations which have been working together since 1979. We have been supporting each other as a peer network during these perilous times the last dozen or so years and have been very encouraged by the pieces of legislation that have now come out in the field in which we have been laboring.

I also in a professional capacity direct the Bay States Skills Corporation in Boston which is a quasi-public organization that designs and implements innovative programs, we hope are innovative programs in Massachusetts.

Let me touch the tops of the trees of my proposal. If I had half an hour I would probably spend 20 minutes telling you what I liked about this piece. I have got 4½ minutes probably left, so I will spend most of that time actually telling you ways in which I think it ought to be strengthened and could be made better. I and the organizations that I represent support this initiative very strongly. We are firmly supportive of the effort to knit together the various streams of education reform, school to work, vocational education change and the kinds of things that are represented by these initiatives.

We believe that this proposal advances the cause but doesn't yet create a system, and we are hoping earnestly together to create a true system. We are encouraged by the efforts to tie together employers and schools. We think we have learned a lot. Much of what we think we have learned is reflected in this proposal.

There are other things that we think could be done. We are very much in favor of building this system from the bottom up. We think there is a Federal role which ought to be more clearly defined than it is in this legislation. I am happy to respond to questions about that. We are very encouraged by the attempt in this to achieve a balance between building something from the bottom up and looking for accountability, technical assistance and so on from the Federal level.

I worry a little bit—let me move to the things I kind of stew about about this. I worry a little bit that the kind of space that this proposal occupies as the school-to-work transition program, I actually think the proposals are somewhat more narrow than that. I know it has been very difficult for people to kind of govern the outcomes of the dialogue about youth apprenticeship, and I know those terms give a lot of people heartburn, but I would like to see us continue that dialogue, and I think look for ways to find a jointly agreed upon endeavor of youth apprenticeship.

I think there is much to recommend it. I don't think we have only changed the words here. I think we have changed more of the concept as well, but I would still like to see us pursue that dialogue. I stew about that a bit. Is this proposed legislation kind of replacing that dialogue? I question the ability of this current design—I guess this is the second major thing I stew about—to include either out-of-school youth or at-risk youth.

I think the provision to set aside 10 percent of it for geographically challenged areas is inadequate. I think I represent both my own point of view and the views of most of my colleagues in the youth employment coalition when I say that. We applaud the effort to develop sort of universally applicable programs. We agree with the program lessons about mixed populations, and I have been stewing for a long time about whether we couldn't geographically target rather than individually entitle.

This proposal makes a small step in that direction. I would like to see it make a bigger step in the direction. The experience described earlier with project Protech in Boston basically says if you in effect are in an area with a high proportion of disadvantaged and at-risk youth you will by definition get a lot of those in a program like this.

Let me touch quickly, and I will just sort of name them because I saw the yellow light go on, I believe the Federal Government ought to play a role, as Rich Kazis recommended, in establishing standards. I think leaving them to the States will wind up disappointing us. I believe that there is a role in this when we assemble the stakeholders, community-based organizations, and the experience they represent needs to be at the table.

I firmly agree with the earlier comments by many of my colleague panelists about earlier intervention. I think that capacity building as a role for the Federal Government is an important element and all of these things, I think, are mentioned, but for my money underestimated, underspecified in the proposal as we read it.

[The prepared statement of Mr. Butler follows:]

Erik Payne Butler
Chairperson, National Youth Employment Coalition
President and Executive Director, Bay State Skills Corporation
Boston, MA

I am honored to represent the National Youth Employment Coalition, and organization of more than sixty youth serving organizations which have been working together since 1979 to promulgate good practice in youth employment and education programs, and to support each other as a peer network during the past decade of perilous times for young people. In my professional capacity, I direct the Bay State Skills Corporation, a Massachusetts-based quasi-public company which designs and implements innovative workforce development programs. Information on both organizations is appended here. For ten years, I was founder and director of the Center for Human Resources at Brandeis University, and before that was Executive Director of the Vice President's Task Force on Youth Employment.

For the sake of straightforward presentation of complex subjects, I have divided my remarks into three categories:

1) parts of the proposal I favor;
2) parts of the proposal I question; and
3) policies and programs which are missing from the legislation and suggestions for ways to strengthen the legislation.

What do I favor?

1) First, let me emphasize my overall support and that of the organizations I represent for the direction and many of the specifics of this initiative.

I and we favor strongly the effort to establish a systematic pathway for young people to move from school, or in the case of out-of-school youth from the community to a career by acquiring the skills, knowledge and competencies needed to be a productive worker. We are firmly supportive of this proposal, although in the spirit of genuine dialogue offered throughout both by the Administration and this Committee, we have some ideas which we think might make it better if addressed in the legislative process.

We clearly need to replace the current crazyquilt assortment of self-limiting programs with a real system that better knits together our efforts to improve employment and training, vocational education, education reform, school to work transition or any of the names we give our business. We think the present proposal advances this cause, creating some of the mechanisms for a system, but does not yet accomplish the task of building a true system.

In its favor, the proposal correctly promotes the development of local partnerships by encouraging local innovation, then encourages states to tie these local programs together in a coherent statewide approach. There is not as much definition as there might be about what a "system" might look like, and indeed that might vary from state to state. I for one, would welcome more definition as a safeguard against the initiative simply being appropriated by states as an extension of current vocational education programs.

2) I favor the principles underlying the "School-to-Work Opportunities Act" which tie school and work together conceptually in a single human development system.

Schools, employers and institutions which we have created to assist young people to enter the workplace and employers to find skilled workers have operated as separate kingdoms. This narrow focus combined with short term outcomes has limited our ability to improve our workforce and help our young people get established in a career.

School-to-Work can tie school employers together in a single system and establish a need for a third support system which connects school and work. The long term developmental approach is essential if we are to develop the human potential of our young people and create a more highly skilled, high performance work force. There is much more that needs to be done to increase opportunities for disadvantaged and out-of-school youth in such a system, and many of us are concerned that the present proposal underestimates this challenge, but more on that later.

3) I favor the attempt to make employers full partners in education through work-based learning.

I strongly favor the school reform aims which underlie this initiative and believe that employer involvement in school and school and teacher involvement in the workplace can provide the impetus for school reform which ties schools into the broad youth development and economic development goals of this ambitious legislation. We have not yet learned very much from the small experiments in true work-based learning, and I hope we can be systematic about our search for helpful understanding from real experience, but I favor a larger range of experiments to give us that experience.

4) I also favor building a system "from the bottom up".

States and local areas are where the planning must occur because actual delivery occurs there. Plans must be tied to local economies, local delivery systems and local people. The thrust of this initiative in supporting local delivery and state system-building seems right to me, though there are cautions which I offer later.

What do I question?

1) I question the policy "space" this initiative occupies as the school to work transition system.

The real world clearly understands the term "school-to-work transition" broadly, as an umbrella that includes special programs for at-risk young people -- from JTPA to Perkins, from Tech Prep to career academies, to cooperative education, counseling, apprenticeship and a wide variety of other pure school-based, work-based, and community-based programs. The act defines a fairly specific set of approaches connecting school to work, applies the term school-to-work transition, and basically forbids state systems from using the proposed funds for any other approach. Let me be clear: I favor experimentation at scale of this approach, and therefore favor this legislation in general. But I have a fear that the assiduous effort to avoid the term "apprenticeship", which is essentially the approach envisioned, may paradoxically narrow the school-to-work transition system at precisely the time professionals and policy makers in the field are seeking the broaden the base of actual programs and policies at the local and state levels. If the narrower term **apprenticeship** gives organized labor heartburn, and I understand why it does, I suggest more effort at the bargaining table to understand those concerns and accommodate where possible and educate where necessary.

At the same time, I am not confident that the early experimentation in a few sites with straightforward apprenticeship models yet justifies large-scale "roll-out" of this approach. If I had all my 'druthers, I would tweak this legislation to broaden the definition of school-to-work transition, yet conscientiously establish a considerably more ambitious, careful experiment -- in many more sites -- of work-based learning or youth apprenticeship.

2) I question the ability of the current design to include either out-of-school youth or at-risk in-school youth in this ambitious reform effort.

The current legislation requires that state plans describe the efforts which they will make in order to serve out-of-school youth. It sets no standards for service to out-of-school youth. Work-based learning has the potential to motivate the disaffected student. It can give purpose and substance to education. It can demonstrate to young people that there are many ways to learn. Work is motivating when it gives the worker a sense of satisfaction. We fear the legislation as currently proposed is much to vague as to incentives for these new "systems" to serve the young people whose needs are more challenging, yet whose numbers are large. This is an important issue, one well understood by the community-based organizations that are the Coalition's principal membership. Most -- though not all -- of us favor the move in the direction of universal eligibility for programs, but not if it comes explicitly or even unintentionally at the expense of disadvantaged and out-of-school youth. We worry that there are inadequate safeguards and no practical incentives for adequately serving the young people most of us have in our mind's eye when we think about school-to-work transition and work-based learning.

What could be strengthened?

1. **Standards** - If this proposal is to improve our workforce and increase productivity, there needs to be broad willingness and commitment to measure the competence of the schools and the employers who participate. Outcome standards a la JTPA will not suffice. We need to build into this proposal procedures for assessing learning in school and on the job.

2. **Accountability** - Who decides whether or not a state, a school, an employer or a non-profit agency is performing well enough to continue? The proposed law doesn't empower the consumer of the service, the student/worker to seek an alternative if the program isn't meeting their needs. What action can the state take if a local program doesn't meet standards? Ultimately this authority must flow from the federal role which must be empowered to take corrective action and insulated from the powerful forces that protect the status quo. There is always the danger that the quest for accountability may have perverse effects, as, in my view, the performance standards implementation did under JTPA, but this proposal probably backs off too far.

3. **Funding** - This brief comment is a close cousin to my comments about the "policy space this initiative occupies. Simply, there is not enough money proposed here for school-to-work even as envisioned in the proposal to be operationalized in every community and it won't serve all of the "forgotten half." We are in danger of overpromising (given the broad justification for the Bill and the small funding even for its narrower provisions) and from the outset underdelivering.

4. **Role of Community Based Organizations** - Community-based organizations are a natural and significant part of most of the best current local operations for young people missing from the mainstream. Motivation and support are often the result of intervention by community organizations. They bridge culture and language. Many CBOs are the natural deliverer of a broad range of connecting activities which are an integral part of the school-to-work model. There is also a role for the national community based organizations in the collection and distribution of knowledge and technical assistance which has been overlooked, and would strengthen the proposal, in our view.

5. **Earlier Intervention** - Unless this is simply the first part of a broader program, and we have no way of knowing that it is, it starts too late to be as effective as its rhetoric promises. My organization, Bay State Skills Corporation, has just launched an initiative in four Massachusetts Cities called Communities and School for Career Success, which starts the "transition to adult responsibilities" with middle school programs. We are convinced, with the DeWitt Wallace-Reader's Digest Foundation which is supporting it, that waiting until 11th grade is waiting much too long.

6. **Social service support** must be included in the "connecting activities." Experience suggests that teenagers often need other support systems to stay in school and succeed. Parenting skills, child care, health care, language skills ought to be encouraged and explicitly identified as allowable costs.

7. **Evaluation and documentation** - There ought to be a provision for system wide evaluation and documentation. This is essentially a substantial demonstration proposal, and it ought to be treated with the respect which is due it as a source of future lessons. With 50 state plans and numerous local programs, there should be a broad range of approaches. The evaluation should focus on the effectiveness of different programs and should attempt to describe why certain programs, systems or methods are effective at assisting groups of young people. I hesitate to use the term "knowledge development", given our collective history with that term,but I do recommend a broad system of collection, analysis and dissemination of information to policymakers and practitioners about the programs which result from this initiative. If we do that, then maybe we have a real, long-term chance of building the system we all say we want.

8. **Capacity- building for the field.** Many people are going to be doing new and often unfamiliar things to implement the programs which result from this legislation. Their needs for better knowledge and new skills have not received enough attention in the planning for this initiative. We cannot assume that change will occur because planners have a concept. It is the line personnel who must develop new skills, operate in different ways and think about new and constructive curriculum. We need to train teachers to adapt education to the world of work. Employers need to learn how to take to young people and develop there attitudes and skills. There is a great residue of commitment, good will and skill in this field. There is also a deep willingness to learn and do new things. You can help by strengthening that aspect of this very positive initiative.

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WHAT IS THE NATIONAL YOUTH EMPLOYMENT COALITION?

Representing the interests of sixty leading organizations in the youth employment field the National Youth Employment Coalition provides assists service providers, policy makers and researchers to plan, operate and assess policies, plans and programs to increase employment preparation, education and training opportunities for America's youth, especially those who are disadvantaged. The preparation of youth for employment must be an integral part of human development and economic development policies and programs.

NYEC OBJECTIVES

Improved youth employment programs
More effective youth employment policies
Better trained and more effective youth employment practitioners
Collaborative ventures among youth serving organizations
Public understanding and support for youth employment programs

CURRENT NYEC ACTIVITIES

LEARNING FROM EXPERIENCE: NYEC is a network which shares information through searches for program information and a monthly newsletter, YouthNotes.
SPREADING THE WORD: Roundtable discussions, featuring guest experts, focus on employment and training issues.
PRODUCING THE WORDS: "Making Sense of Federal Job Training Policy: 24 Essays on Job Training Policy", a monthly newsletter and occaisional papers.
PROPOSING NEW IDEAS: The **"Job Opportunity Grant and Loan"** concept was developed to focus discussion on a universal youth development policy.
TURNING IDEAS INTO REALITY: NYEC is an advocate for programs and policies to improve employment opportunities for youth.

THE FUTURE OF NYEC

The National Youth Employment Coalition (NYEC) is built on the strong foundation of an active Executive Committee and a competent and respected staff. NYEC encompasses diverse organizations which share a common concern for the needs of young people. The plans of the NYEC include:
PROGRAM AND POLICY DEVELOPMENT: disseminating best practices for youth employment and youth development.
PROFESSIONAL DEVELOPMENT: assuring that youth serving professionals have the skills, competencies and systems to provide "state of the art" services.
ORGANIZATIONAL DEVELOPMENT: improving collaboration among local youth development institutions through development and support of local coalitions.
PUBLIC INFORMATION: increasing support for effective youth programs.

10/15/93

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National Council of La Raza
National Crime Prevention Council
National Network of Runaway and Youth Services
National Puerto Rican Forum
National Urban League
New England Community Action Association
New Ways to Work
New York City Youth Employment Collaboration
New York Private Industry Council
Northern Rhode Island Private Industry Council
OICs of America
Pennsylvania Conservation Corps
Phoenix Union High School District
Public/Private Ventures
San Francisco Youth Employment Coalition
Training and Development Corporation
United Neighborhood Houses of New York, Inc.
United Way of New York City
US Basics, Inc.
Vocational Foundation, Inc.
WAVE, Inc.
Women in Community Service
YMCA of the USA
YWCA of the USA
Young Adult Learning Academy
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Youth Service America

BSSC
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BAY STATE SKILLS CORPORATION is a quasi-public development, demonstration and technical assistance organization dedicated to economic development through workforce preparation and business improvement. Operating with the guidance of a nineteen-person Board of Directors consisting of private and public sector members appointed by the Governor of Massachusetts, the Corporation seeks to assist companies, educational institutions and governmental organizations improve their policies, strategies and practice. The Corporation is supported financially by a state appropriation, corporate investment, and grants, contracts and fees for service.

Erik Payne Butler is Executive Director

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Mr. PAYNE. Okay. Thank you very much. You finished right on time. We are going to have to try to get there by two or three minutes. We will be back to complete the testimony.

[Recess.]

Mr. PAYNE. All right. Mr. Butler, we would allow you to conclude your remarks if you would like to once again summarize. We did kind of rush you, and you were kind. We made the vote, incidentally. If we lost it you would have been in trouble, but——

Mr. BUTLER. I was so proud that I ended just as the red light went on that I will defer any other comment until the question period.

Mr. PAYNE. All right. Thank you very much.

Now we will hear from Miss Donna Milgram, Director of Nontraditional Employment Training Project, Wider Opportunities for Women here in Washington.

Ms. MILGRAM. Good morning, Mr. Chairman and members of the committee. I am Donna Milgram of Wider Opportunities for Women or, as we are known, WOW. WOW is a national grassroots women's employment organization representing 500 organizations in all 50 States. WOW is also a member of the Coalition on Women and Job Training, which is comprised of 27 organizations, and this morning I am offering my testimony on behalf of the coalition.

Girls not going to college need our help most of all. Even in the 1990s most young women graduating from high school and going straight into the workforce can expect to take home paychecks that are 25 percent smaller than their male counterparts. Fifty-two percent of young women ages 16 to 24 work in clerical and sales positions that pay an average wage of $338 a week. In contrast, 59 percent of young men ages 16 to 24 work in trade and industry jobs, such as mechanic and truck driver that pay an average wage of $448 per week, $110 per week wage differential.

Why are young women graduating from high school earning wages so much lower than young men? Data on vocational education provides us with at least a partial explanation. Girls are being trained for different jobs than boys. In 1987 girls in high school were by far best represented in vocational education courses that taught clerical skills while boys were greatest in number in trade and industry courses. Will the administration's School-to-Work Opportunities Act prepare girls for the high-tech, high skilled and high paying jobs that characterize our changing labor market?

This summer WOW sought to answer this question by collecting sex segregated data on 15 school-to-work transition demonstration sites overseen by the U.S. Department of Labor and Jobs for the Future. It was our understanding that the administration's school to work bill would build upon and advance existing youth apprenticeship and school-to-work programs, so we wanted to see how some of the Department's own demonstration sites were doing with regard to serving girls.

This chart represents our findings. The Illinois Youth Apprenticeship Program, 28 boys, 0 girls, metalworking manufacturing technology; the Maryland Mech Tech Program, six boys and 0 girls, machining; the Pickens County Youth Apprenticeship Program, four boys, zero girls, electronics; National Alliance of Business Sears Roebuck site, 29 boys. one girl, repair technology; Toledo

Youth Apprenticeship Program, 13 boys, one girl, health, industrial automation, carpentry and insurance; Seminole County, 20 boys, two girls, telecommunications and electronics; Craftsmanship 2000, 14 boys, three girls, metalworking; Illinois Youth Apprenticeship Program, eight boys, five girls, metalworking and manufacturing technology; Pennsylvania Youth Apprenticeship Program, 91 boys, nine girls, metalworking; Careers in Education, three boys, 13 girls, teaching and education careers; Cornell Youth and Work Programs, 17 boys, 22 girls, manufacturing technology, health care and clerical; Pasadena Graphic Arts Academy in California, 52 boys, 47 girls, graphics arts occupations; Kalamazoo Health Occupations, 14 boys, 63 girls, allied health careers; Project Protech, Boston, 38 boys, 70 girls, allied health careers; and a special nontraditional school-to-work transition demonstration site with a focus on minorities, the Manufacturing Technology Partnership in Flint, Michigan, had 30 boys and 20 girls in automotive technology.

As these figures indicate, in three of the 14 regular programs there are 0 girls, and in three other programs there are one or two girls, so overall in six of the 14 regular programs there are either 0 or one or two girls. Most telling, however, is that 90 percent of the girls are in the last five demonstration sites which are in traditionally female occupations.

What are some of the reasons that girls are not in more of the high-tech or skill trade demonstration sites? WOW asked an administrator of one of the programs with zero girls what he thought the reason was and he said he thought girls weren't interested in this type of work because it was too dirty. WOW thinks it is unlikely that getting dirty is a barrier to skills training for most girls.

We know that at least 13 girls in the sites are doing nursing externships where they are required to change bedpans and bathe patients, certainly very dirty work. It is more likely that the barrier these girls face is lack of information about nontraditional careers and a lack of female role models.

WOW, on behalf of the coalition, met last Friday with Senator Simon's staff and representatives of the Department of Labor and Education to discuss the inclusion of nontraditional provisions in the School-to-Work Opportunities Act, which we believe are core elements.

WOW recommended language based on the Nontraditional Employment for Women Act, an amendment to the Job Training Partnership Act that was signed into law in 1991. WOW and the coalition also recommends that the House offers an amendment with these nontraditional provisions. We would be happy to assist the House in their development as well.

Thank you, Mr. Chairman, and members of this committee for giving WOW and the Coalition on Women in Job Training the opportunity to testify on the School-to-Work Opportunities Act this morning.

[The prepared statement of Ms. Milgram follows:]

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Testimony by

Donna Milgram
Director of the Nontraditional Employment Training Project
Wider Opportunities for Women
on behalf of the Coalition on Women and Job Training

before the Labor-Management Relations Subcommittee
of the House Education and Labor Committee

October 20, 1993

Good morning, Mr. Chairman and members of the Labor-Management Relations Subcommittee. I am Donna Milgram, Director of the Nontraditional Employment Training Project of Wider Opportunities for Women (WOW). WOW is a national women's employment organization representing 500 training and employment organizations in all 50 states. WOW is also a member of the Coalition on Women and Job Training, which is comprised of 27 organizations working to ensure that employment and training policies support girls and women and lead to their economic self-sufficiency.

I would like to begin my testimony by answering the questions posed to me by the subcommittee.

1. **How can the knowledge gained from existing programs be utilized to improve the School-to-Work Opportunities Act?**

If the pattern of existing school-to-work transition programs is carried into the new legislation, girls will be left out of the high-tech, high skilled, high paying jobs of the future and relegated to the low-wage labor market. This summer, Wider Opportunities for Women collected sex-segregated data on 15 School-to-Work Transition demonstration sites overseen by the U.S. Department of Labor and Jobs for the Future. WOW found that there were no girls at all in three sites offering metalworking and machining, and only one or two girls in three other sites offering repair technology, carpentry, and telecommunications. Ninety percent of the girls were clustered in five sites with training in the allied health fields, teaching and education, graphic arts, office technology and manufacturing technology -- most of which are traditionally female.

WOW's research uncovered one existing school-to-work program that successfully trains young women in nontraditional skills trade areas. The Department of Labor's Manufacturing Technology Partnership site in Flint, Michigan focused on training girls and minority youth in automotive technology and included necessary program elements such as proactive recruitment, female mentors, and career information. Out of 50 students, 20 are girls. The School-to-Work Opportunities Act can ensure that new programs serve young women successfully by building on the effective strategies of the Manufacturing Technology Partnership site.

In addition, WOW recommends that the lessons learned in the Job Training Partnership Act (JTPA) be adapted to improving the School-to-Work Opportunities Act. The Nontraditional Employment for Women

(NEW) Act (P.L. 102-235) and the pilot sites WOW has developed in several communities point the way to a systemic approach that could replicate what has happened in Flint, Michigan. But, as was demonstrated in JTPA, it is not enough to legislatively encourage such targeting. The emphasis on nontraditional skills training for young women will have to be a goal of the program from its design forward.

6. Does the legislation adequately insure that "all students" will have access to this program?

As currently drafted, the School-to-Work Opportunities Act will not ensure that girls have access to high-tech, high skilled training programs. Girls will be trained for nontraditional jobs only if needed program elements are spelled out in the School-to-Work Opportunities legislation, and the Departments of Labor and Education oversee a strong implementation of these provisions. The program elements for training young women in nontraditional jobs include proactive recruitment, interaction with female mentors, career information, nonbiased assessment, survival skills, training for vocational counselors and instructors and preparation of employers and unions to successfully integrate women into male-dominated worksites. WOW also recommends that workshops for parents be included when training girls for nontraditional jobs. Since many girls in school are also teen parents, it is important that both school-based and work-based programs provide supportive services -- especially child care.

7. What comments do you have on the waiver provisions in the Act?

The School-to-Work Opportunities Act must make clear that requests for a waiver of laws or provisions enacted to maximize job training opportunities for young women, including provisions ensuring access to nontraditional career information and training, will not be permitted. Real job opportunities for young women will not be created if waivers are permitted to relieve programs of their basic obligation to address the needs of different populations. At a minimum, the legislation should require programs to demonstrate that a waiver is necessary to accomplish the goals of the legislation. No waiver should be granted if that waiver would impair the rights or benefits of students, or would waive a statutory (as opposed to regulatory) requirement.

8. Are there adequate linkages under this Act to existing laws and current legislation?

The Administration's School-to-Work Opportunities legislation should contain provisions similar to the Nontraditional Employment for Women (NEW) Act, spelling out the program elements necessary for nontraditional training and requiring data collection, the setting of goals and reporting. The NEW Act was signed into law in December of 1991, requiring Private Industry Councils and states to set goals for training women in nontraditional jobs through the Job Training Partnership Act. The Private Industry Councils and states must develop a plan to train and place women in nontraditional skills, collect data by sex, race, age and occupation, and report on their progress regularly. In the two years since the Act's passage, WOW has seen extensive proactive efforts by the JTPA system to train women for nontraditional jobs. Unless the School-to-Work Opportunities Act includes provisions similar to the NEW Act, girls will be left out of the high-tech, high skilled, high-wage jobs of the future.

On behalf of the Coalition I am presenting you with the Coalition's position paper on the School-to-Work Opportunities Act, which discusses broad recommendations on program content and administration and is appended to my testimony. This morning I will direct my comments to how girls are served which crosses both content and administration.

The Coalition on Women and Job Training commends the Administration and the Labor and Human Resources Committee for their efforts to create a comprehensive school-to-work transition model. We are here today because those of us working on education and employment issues know that our young people who are not going on to college are in urgent need of our assistance in making the transition from high school to the workforce.

Girls not going to college need our help most of all. According to the Bureau of Labor Statistics, 31% of girls receiving high school diplomas in 1992 did not participate in the labor force, compared to 15%

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of boys graduating in 1992. Among high school drop outs, the numbers are even more startling; 44%, or nearly half, of girls without a high school diploma are unemployed as compared to 35% of boys.[1]

Of those girls and boys who have graduated from high school, and do progress to employment, there is tremendous disparity in the occupational fields that they work in and in the wages they earn. Young women are clustered in sales, service, administrative and clerical support occupations, while young men are clustered in trade and industry occupations.

Even in the 1990s, most young women graduating from high school and going straight into the workforce can expect to take home paychecks that are 25% smaller than their male counterparts. Thirty percent of young women are employed in administrative support occupations, with an average female wage of $364 per week. Another 22% of young women are employed in sales occupations, with an average female wage of $313 per week. In contrast, 39% of young men are employed as operators, fabricators and laborers with an average male wage of $393 per week and 20% of young men are employed in precision production, craft and repair occupations, which pay an average male wage of $503 per week. In summary, about half of young women work in jobs that pay an overall average wage of $338 per week, while almost 60% of young men work in jobs that pay an overall wage of $448 per week - a $110 wage differential.[2]

OCCUPATIONAL CLUSTERS OF EMPLOYED HIGH SCHOOL GRADUATES, 16 TO 24 YEARS OF AGE, NOT ENROLLED IN SCHOOL, BY SEX

FEMALE

OCCUPATIONAL CATEGORY	% OF YOUNG WOMEN WORKING IN CATEGORY	AVERAGE WAGE
Administrative Support	30%	$364
Sales	22%	$313

MALE

OCCUPATIONAL CATEGORY	% OF YOUNG MEN WORKING IN CATEGORY	AVERAGE WAGE
Operators, Fabricators, & Laborers	39%	$393
Precision Production, Craft & Repair	20%	$503

COMPARISON

% of Young Women in Top 2 Occupational Categories	52%	Average Wage	$338
% of Young Men in Top 2 Occupational Categories	59%	Average Wage	$448
			Wage Differential = $110

Why are young women graduating from high school earning wages so much lower than young men? Data on vocational education and apprenticeship training provides us with at least a partial

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[1] Source: October 1992 Current Population Survey, Bureau of Labor Statistics

[2] Source: Unpublished tabulations from October 92 Current Population Survey, Bureau of Labor Statistics. Based on 7 to 8 year time frame for 16 to 24 year old high school graduates.

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explanation. Girls are being trained for different jobs than boys. In 1987, girls in high school were by far best represented in vocational education courses that taught clerical skills, while boys were greatest in number in trade and industry courses.[3] With regard to apprenticeship, a 1992 General Accounting Office Report shows women as only 6.5% of all apprentices (n=13,784) and highly represented in apprenticeships such as Cosmetology (90%) which pays an average wage of $247 per week. Girls are underrepresented in apprenticeships in trades such as car repairer (0.5%), which has an average wage of $717 per week.[4] Clearly, there is a relationship between the vocational and apprenticeship training that girls receive and the low paying jobs in which they are ultimately employed, when they are employed at all.

Will the Administration's School-to-Work Opportunities Act prepare girls for the high-tech, high skilled and high paying jobs that characterize our changing labor market? Or will girls continue to be trained in only low paying clerical, sales and service fields? This summer Wider Opportunities for Women sought to answer these questions by collecting sex segregated data on 15 School-to-Work Transition demonstration sites overseen by the U.S. Department of Labor and Jobs for the Future. It was our understanding that the Administration's School-to-Work bill would build upon and advance existing youth apprenticeship and School-to-Work programs, so we wanted to see how some of the Department's own demonstration sites were doing with regard to serving girls.

The chart attached at the end of this testimony on the *Representation of Boys and Girls in School-to-Work Transition Demonstration Sites* represents WOW's findings.

As you can see, there are no girls at all in three of the 14 demonstration sites and only one or two girls in three other sites. Thus six of the 14 regular demonstration sites have either none or very few girls. Across the 14 demonstration sites we see that overall there are fewer girls than boys; they are only 42% of the site participants. Most revealing however is that 90% of the girls are clustered in the last five demonstration sites on the chart: note the occupational areas - the majority of the girls are in the allied health careers, teaching and education, graphic arts, office technology and manufacturing technology - most of which are traditionally female.

While the last four sites appear to have a greater balance between the number of girls and boys in them, WOW found that occupational segregation by sex existed within at least two of these programs. In Project ProTech 29% of female graduates entered a nursing track, while no males did so. In the Kalamazoo program, 72% of the girls doing externships are on nursing tracks; none of the boys are. Across these programs, boys have trained for high tech occupations such as bio-medical technician, computer science, radiology and cardiovascular services. We do not know if similar sex segregation exists in the Pasadena or Cornell programs because we were unable to obtain the occupational data by sex from these sites where it is not collected in this form.

The pie chart before you shows the number of girls being trained for nontraditional skills across all 15 demonstration sites, including the demonstration site focusing on girls in nontraditional skill areas. Nontraditional occupations for females are jobs in which less than 25% of the workforce is female. Since women are concentrated in 20 of 440 broad occupational classifications, the majority of jobs are nontraditional for females. As you can see, only 16%, or 41, girls are in nontraditional skills training; half, or 20, of these are in the nontraditional site. Fifty-five percent of the girls are in traditional occupations and 29% of the girls are in an unknown category - WOW was unable to obtain data that would allow us to classify this group.

What are some of the reasons that girls are not in more of the high-tech or skilled trade demonstration sites? WOW asked an administrator of one of the nontraditional programs that had no

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[3] Source: "Vocational Education in the United States: 1969-1990," National Center for Education Statistics.

[4] Source: "Apprenticeship Training: Administration, Use, and Equal Opportunity," General Accounting Office.

REPRESENTATION OF BOYS AND GIRLS IN SCHOOL-TO-WORK TRANSITION DEMONSTRATION SITES*

DEMONSTRATION SITE	NUMBER OF BOYS	NUMBER OF GIRLS	SKILL/OCCUPATIONAL AREA
Illinois Youth Apprenticeship Program (Sears, IL site)[1]	28	0	metalworking/manufacturing technology
Maryland Mech Tech[1]	6	0	machining
Pickens County Youth Apprenticeship (South Carolina)[3]	4	0	electronics
National Alliance of Business/Devos Career Center and Sears & Roebuck (Addison, IL)[1]	29	1	repair technology
Toledo (OH) Area Youth Apprenticeship Program[1]	13	1	health, industrial automation, building/carpentry, insurance
Seminole County School District and Siemens Stromberg-Carlson (Florida)[1]	20	2	telecommunications and electronics
Craftsmanship 2000 (Tulsa, OK)[3]	14	3	metalworking
Illinois Youth Apprenticeship Program (Rockford, IL site)[1]	8	5	metalworking/manufacturing technology
Pennsylvania Youth Apprenticeship Program[3]	91	9	metalworking
Careers in Education (Cambridge, MA)[2]	3	13	teaching and education careers
Cornell Youth and Work Program (Ithaca, NY)[2]	17	22	manufacturing/engineering technology, health care, administrative/office technology
Pasadena Graphic Arts Academy (California)[2]	52	47	administrative/clerical, production support, design, typesetting, camera operator, platemaking, printing sales/management
Kalamazoo Health Occupations (Michigan)[2]	14	63	allied health careers
Project ProTech (Boston)[3]	38	70	allied health careers
TOTAL	337	236	XXXXXXXXXXXXXXXXXXX
NONTRADITIONAL SCHOOL-TO-WORK TRANSITION DEMONSTRATION SITE			
Manufacturing Technology Partnership (Flint, MI)[1]	30	20	automotive technology

* Data is from 1992-1993 or 1993-1994 school years. Data was not available from all sites.

[1] U.S. Department of Labor demonstration site

[2] Jobs for the Future demonstration site

[3] US DOL and Jobs for the Future demonstration site

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young women what efforts were made to recruit them, and he said, "Since this work is associated with being dirty, girls generally aren't interested." WOW thinks it is unlikely that getting dirty is a barrier to skills training for most girls; at least 13 girls in the sites are doing nursing externships where they are required to change bedpans and bathe patients, certainly very dirty work. It is more likely that the barrier is that these girls have had limited career counseling and female role models for nontraditional fields. In addition, it is our belief that limited proactive recruitment of girls for more nontraditional options was included in the program design. I sit on the Montgomery County, Maryland Private Industry Council Board, and in July we heard a presentation on Montgomery College's Skilled Worker Emeritus Program, which is designed to attract youth into the skilled trades by sending outstanding skilled workers into area high schools as ambassadors of the trades. It is an excellent cutting edge program in all ways but one - it has failed to attract girls. This could be related to the fact that only one of the 15 Emeriti is a woman. Montgomery College is now working actively to remedy this.

We know that the technology to train women in nontraditional skills trade areas exists because the Department of Labor's Manufacturing Technology Partnership site in Flint, Michigan has done so successfully. As mentioned earlier, 20 young women in that site are being trained in automotive technology to prepare them for the General Motors and United Auto Workers Apprenticeship. What makes this site different than the others? It specifically focused on training girls for nontraditional skills and includes necessary program elements such as proactive recruitment, female mentors, and career information. WOW's experience in our six nontraditional demonstration sites for adults in Job Training Partnership Act programs indicates that other necessary program elements for training women in nontraditional jobs include nonbiased assessment, survival skills, training for vocational counselors and instructors and preparation of employers and unions to successfully integrate women into male-dominated worksites. WOW also recommends that workshops for parents be included when training girls for nontraditional jobs.

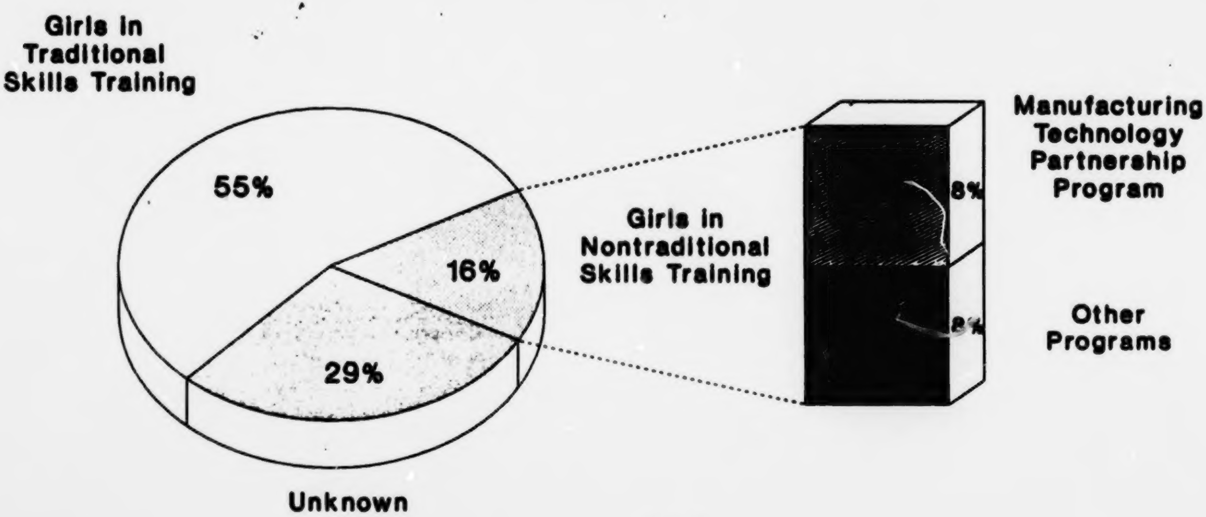
Are these nontraditional program elements a service delivery issue or a legislative issue? It has been WOW's experience that they are both. Girls will be trained for nontraditional jobs only if these program elements are spelled out in the legislation, and the Departments of Labor and Education oversee a strong implementation of these provisions. In December of 1991 the Nontraditional Employment for Women (NEW) Act was signed into law, which requires Private Industry Councils and states to set goals for training women in nontraditional jobs through the Job Training Partnership Act. The Private Industry Councils and states must develop a plan to do so, collect data by sex, race, age and occupation, and report on their progress regularly. Since the passage of the law, in less than two years, WOW has seen extensive proactive efforts by the JTPA system to train women for nontraditional jobs. Workshops on nontraditional training are now a regular part of national and state job training conferences. Our network members in most of our states report that the JTPA system now regard their community-based organizations as a resource for training women for nontraditional jobs.

WOW and our network members had made the case for training women in these jobs prior to the passage of the Nontraditional Employment for Women (NEW) Act, but quite frankly we were unsuccessful. Everyone said it was a good idea, but no one actually wanted to do it. WOW and the Coalition on Women and Job Training is now concerned that unless the Administration's School-to-Work Opportunities legislation contains similar provisions to the Nontraditional Employment for Women Act, spelling out the program elements necessary for nontraditional training and requires data collection, the setting of goals and reporting, girls will be left out of the high-tech, high skilled, high paying jobs of the future and once again will be relegated to the bottom of the labor market.

Since many girls in school are also teen parents it is important that both school-based and work-based programs provide supportive services -- especially childcare.

WOW and the Coalition on Women and Job Training developed boilerplate provisions on nontraditional employment and girls in March of 1993 that could be easily inserted into the School-to-Work Opportunities bill. The Coalition recommends that these provisions be offered as amendments to the bill. We would be happy to assist the House and the Administration in this process and to serve as a resource throughout their implementation. Thank you Mr. Chairman and members of this subcommittee for giving the Coalition on Women and Job Training the opportunity to testify on the School-to-Work Opportunities Act.

Representation of Girls in School-to-Work Transition Demonstration Sites



COALITION ON WOMEN AND JOB TRAINING

Comments on the School-to-Work Opportunities Act:

Making Sure the Opportunities Aren't Just for Boys

The School-to-Work Opportunities Act has the potential to greatly improve the learning and work opportunities for youth. However, experience has demonstrated that young women and girls receive little or no benefit from training programs unless these programs include specific components to meet their unique training and service needs. *If the Act is to benefit girls as well as boys, it must include explicit provisions to ensure that programs meet the needs of girls.*

PROGRAM CONTENT

- ***Service providers must receive training and technical assistance to ensure that they will provide an environment free of racial and sexual harassment, and that encourages young women and girls to explore non-traditional occupations.*** Intermediary activities should include technical assistance and training for teachers, mentors, employers, and counselors. Their training should cover effective counseling and training for women in non-traditional fields, and eliminating sexual and racial harassment in the classroom and the workplace. Experience has demonstrated that this type of counseling and training rarely occurs unless specifically required, and without it, the end results are lower participation and success rates for girls in male-dominated, higher-paying fields.

- ***To make the school-to-work system truly universal, programs must address the needs of all students.*** Program components should include equal access for all students to the full range of school- and work-based programs, and assurance that students will not be discriminated against on the basis of gender, race, ethnicity, limited English proficiency, disability, educational disadvantage, or economic disadvantage. In addition, programs should be required to provide all students with the assistance they need, including the full range of supplementary and support services and modifications, to succeed in programs in the most integrated setting possible. Without these provisions, programs too often are targeted to specific groups of students and perpetuate tracking of girls into traditionally female, lower-paying jobs.

- ***The Act must include a requirement that all young women and girls participating in programs receive exposure to non-traditional occupations, in an environment free from harassment.*** The Act should promote coordination with and integration of non-traditional training models and gender equity curriculum guides and materials which

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are developed through the Non-Traditional Employment for Women Act and through the sex equity set-asides under the Perkins Vocational and Applied Technology Act.

- ***The Act must address the lack of high-skill work-based learning and job placements opportunities available.*** Work-based learning should be defined broadly to include structured work experiences in a variety of settings, including school-based enterprises and community service internships. Otherwise, programs will be stymied by a lack of workplace settings. Program components should encourage or require programs to make work experiences one of a continuum of project-oriented, experiential learning programs for all students, each of which integrates theory and academic knowledge with hands-on skills and applications.

- ***Provision of strong experience in and understanding of all aspects of the industry students are preparing to enter must be included in both work- and school-based learning components.*** Requiring "instruction in a variety of elements of an industry" leaves the door open to programs that provide girls with only technical skills and knowledge of safety, for instance -- but not the planning, management and other experience that will allow them to break through the glass ceiling or to take an active role in a high-performance work organization.

PROGRAM ADMINISTRATION

- ***The use of community-based organizations (CBOs) must be an integral part of the school-to-work service delivery strategy.*** In many communities, CBOs are operating the most effective (and often the only) programs for girls who have not been able to participate successfully in the secondary school system, often because of parenting responsibilities.

- ***The Act must make clear that any request for a waiver of laws enacted to maximize job training opportunities for young women and girls will be presumptively denied.*** Real job opportunities for young women and girls will not be created if waivers are permitted to relieve programs of their basic obligation to address the needs of different populations. The legislation, at a minimum, should require programs to demonstrate that a waiver is necessary to accomplish the goals of the legislation. Further, no waiver should be granted if that waiver would impair the rights or benefits of students, or would waive a statutory (as opposed to regulatory) requirement.

- ***Programs must be monitored and evaluated for its effectiveness in serving all groups of students.*** To accomplish this goal, the Act must require collection of data on the race, gender and national origin of participants to evaluate the program success rates for all groups. The Department of Labor must monitor and assess this data to determine how effectively programs serve young women and girls, especially young women of color, as well as other groups.

Mr. PAYNE. Thank you very much and thank you for your testimony.

Our final witness on this panel would be Mr. Anthony Sarmiento, Assistant Director, Department of Education, AFL–CIO, Washington, DC. You can say your name the right way if I said it the wrong way.

Mr. SARMIENTO. You pronounced it perfectly, Mr. Chairman.

Besides the written testimony I have already submitted, I would like to submit an additional document, the AFL–CIO guidelines on skill training and school-to-work transition. This was a document that was adopted by the executive council of the AFL–CIO in May 1993.

The committee that issued this document was chaired by President Marvin Boede, who is President of the Plumbers and Pipefitters. He also chairs our Education Committee at the AFL–CIO. Let me review just a couple of the main points of the written testimony I have submitted. The AFL–CIO believes this bill is a significant step forward in helping all of America's youth obtain the skills that they need to reach their full potential.

As I am sure most of us have seen, the results of the national adult literacy survey which came out in early September showed that we have a long way to go to develop a strong foundation of skills among not only our young people but also many of our adults. While this legislation would benefit all students, we think it holds particular promise for our Nation's vocational education students.

It aims to break down the walls which too frequently divide academic and vocational education, which is a goal it shares with the Perkins Act, and it also can provide our vocational education students with a quality education rather than a separate but unequal preparation that unfortunately too many of them receive today. This whole idea of integrating academic and vocational education, integrating classroom with work-based learning is something that obviously we support.

This idea of promoting some creativity and innovation at the State level we certainly welcome. There is no clear solution that is going to be necessary or appropriate for all States. We do believe that the ultimate success of all these State experiments will be the effectiveness of the partnerships that get created; that is, the partnerships of employers, unions, and government in this educational system.

We think that active union support in these partnerships is the key to success of school-to-work systems that are among our competitor nations, and also is the key to the most exemplary apprenticeship and training programs in our own country.

Let me highlight a couple of things that we think are especially noteworthy. First of all, the aim to have high educational standards, that is all students receive both a high school diploma and a credential recognized by industry is something that we wholeheartedly endorse. This program has to expand the options of students, not narrow them. They have to be, after they complete, ready to continue their learning both on the job with a career ladder and in a postsecondary classroom. They should be able to pursue these options either at the end of their program or years after they finish. It has to be the first step of learning over a lifetime.

Second, the guidelines that govern program activities and actual workplaces, I think, are carefully designed. We believe that, for example, the requirement that young people, the students must be paid while engaged in learning activities at the workplace are important not only because it provides, automatically provides the students with the same legal protections on the job enjoyed by their workers on the job such as the Fair Labor Standards Act, OSHA, worker's compensation, but we also think it is a prerequisite for an employer to start paying attention not only to a student's productivity, but also their learning while they are on the job.

Finally, we are pleased with the safeguards provided which prohibit any negative impact on existing workers and explicitly requires compliance with existing laws on OSHA, labor standards and civil rights. These safeguards will help ensure that participating students are placed in workplace environments which are truly conducive to their learning and where they will be welcome. An effective mentoring program, for example, for the students will be impossible in those workplaces where the adult workers are uncertain about their own welfare, safety or future.

Let me close with a couple of suggestions that we believe would strengthen the bill. As I said earlier, the partnership is going to drive the success of the program. We believe that the definition of the local partnership is the same kind of language that should define what should be required of the State developing grant process level.

For example, at the State level, a State AFL–CIO, State federation of labor is a key stakeholder in that system that is being created. It makes sense for organized labor to be a part and be required to be at a State level as well as the local level. The second aspect which we believe would strengthen the bill concerns the educational objectives of the bill, particularly of the work-based learning. We have to make sure that broadly transferable skills are learned by young people, not just skills relevant to the particular employer they are assigned, so we concur with others who are advocating for using language such as strong experience in and understanding of all aspects of the industry.

Finally, an effective work-based learning component must take into account the rules and procedures governing the specific workplace that the young person has been assigned. For this reason we urge the committee to include an additional paragraph in the bill which would require that a work-based learning component comply with written personnel policies and collective bargaining agreements where applicable.

Mr. Chairperson, the AFL–CIO and its unions remain committed, as we have always been, to the ideal of universal public education of the highest quality. We know we need to develop a coherent system of lifelong education, not only for young people but for adults, and we think this bill can move us closer to attaining this ideal. It is important not only for our economic future, we think it is important for our future as a democratic and just society. Thank you.

[The prepared statement of Mr. Sarmiento follows:]

TESTIMONY OF TONY SARMIENTO, ASSISTANT DIRECTOR
DEPARTMENT OF EDUCATION
AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS
BEFORE THE SUBCOMMITTEE ON LABOR MANAGEMENT RELATIONS
COMMITTEE ON EDUCATION AND LABOR
ON
H.R. 2884
THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993

October 20, 1993

I appreciate this opportunity to share the views of the AFL-CIO on H.R. 2884 the School-to-Work Opportunities Act of 1993. Mr. Chairman, I want to congratulate you for your longstanding concern and your steady leadership on youth career pathways which has helped lay the foundation for this legislation.

The AFL-CIO believes this bill is a significant step forward in helping America's youth obtain the skills they need to reach their full potential.

Far too many of our young people today -- including many high school and even some college graduates --do not possess adequate reading, writing, and math skills. Rebuilding America's primary and secondary education system is the single most important thing the government can do to better prepare all our young people for jobs in a high skill, high wage economy. This legislation offers us an opportunity to find new ways to raise the overall educational achievement of our students and can help them acquire a strong foundation of skills needed for a lifetime of continuous learning.

While this legislation will benefit all students, it holds particular promise for our nation's vocational education students. It aims to break down the walls which too frequently divide academic from vocational education, a goal it shares with the Perkins Act of 1990. H.R. 2884 can help us provide our vocational education students with a quality education, rather than the separate but unequal preparation too many receive today.

A structured program of school-to-work should lead to a high school diploma based on high standards, and, as appropriate, a post-secondary credential or certificate showing that a skill level has been achieved. We need to provide learning opportunities for students -- not subsidies for employers.

Workers compensation laws, and state and federal health and safety laws should apply to all school-to-work students.

H.R. 2884 establishes a national framework for developing School-to-Work Opportunities systems in every state. While it allows and encourages states to be creative and innovative, it also requires states to establish broad-based partnerships involving government, business, labor, and secondary and postsecondary educational institutions.

The ultimate success of this bill rests on the effectiveness of these partnerships. It is our experience that training programs are successful where there is full involvement of workers. If government and business are serious about wanting to build a first class workforce, they need American workers on their side.

The AFL-CIO and its affiliated unions are committed to participating as full partners in this new effort. Active union support is the key to the success of school-to-work systems among our competitor nations, just as active union participation is the key to the most exemplary apprenticeship and training programs in our own country. We are pleased that H.R. 2884 requires that labor organizations be included in all local partnerships.

I would like to spend a few minutes highlighting several other features of H.R. 2884 which we consider especially noteworthy.

First, we support the bill's requirement that work-based and classroom learning activities be combined and connected in ways which lead to both a high school diploma and a credential recognized by industry. We join parents, teachers, and employers in rejecting any program which narrows -- rather than expands -- the future options of students who choose to participate. We must be able to assure students that if they successfully complete these programs, they will be ready to continue their learning both in a job -- with a career ladder -- and in a postsecondary classroom. Successful students should be able to pursue either of these options immediately, or years after they finish the program. Program completion should represent only the first step of learning over a lifetime.

Second, we are pleased by several of the guidelines that will govern program activities in actual workplaces. Many of our unions, especially those with registered apprenticeship programs, know the value of "learning by doing." But our decades of experience training workers also tell us that for real learning to occur, activities in the workplace must be thoughtfully designed and structured. We therefore support the requirement that the proposed training and experiences on the job must be planned so that students master progressively higher skills; that experienced workers serve as mentors for students on the job; and that the learning content is broad and transferable beyond a specific worksite or employer.

Third, we support the requirement that students must be paid while engaged in learning activities which are work-based. We also agree that funds under this bill should not be expended to pay for student wages. We are confident that this approach will enhance -- not detract from -- program quality for the following reasons:

- Participating students will automatically receive the same legal protections on the job enjoyed by other workers. The student will be a paid employee of the participating employer. He or she will be covered by OSHA, the Fair Labor Standards Act, Workers Compensation, and other laws.
- By requiring students to be paid, you will give employers an incentive to invest the necessary time and effort required to make education and training a meaningful part of a student's time on the job.

Finally, we are pleased by the safeguards provided under Sections 503 and 504, which prohibit any negative impact on existing workers and explicitly require compliance with existing laws on occupational safety and health, labor standards, and civil rights. These safeguards will help ensure that participating students are placed in workplace environments which are truly conducive to their learning and where they are welcome. An effective mentoring program for students will be impossible in those workplaces where the adult workers are uncertain about their own welfare and future.

Let me close with a few recommendations about how two specific aspects of the School-to-Work Opportunities Act of 1993 should be further strengthened.

First, as I stated earlier, the success of H.R. 2884 in building a new national system of school-to-work rests on building and sustaining effective partnerships involving government, schools and industry, including labor. For this reason, we urge that H.R. 2884 be amended to give labor organizations a full and equal role in the state development grants process. Currently, in its application for a development grant, a state is required to describe how it will "enlist the active and continued participation in the planning and development of the statewide School-to-

Work Opportunities system of employers and other interested parties such as .... labor organizations..."

We urge the committee to revise Title II, Section 202(b)(3) to correct this imbalance. A state should be required to describe how it plans to enlist the active and continued participation of organized labor as well as employers. The planning and development phase at the state level is critically important. It must build a genuine partnership involving employers and unions from the beginning, or it will falter. Unequal partnerships do not work.

Mandating organized labor's involvement in the state development grants process will strengthen the program in several ways. Unions can help guide the state to focus on creating and expanding learning opportunities in those industries and occupations where training and formal apprenticeship programs are lacking, while avoiding wasteful duplication of programs. Through our collective bargaining relationships, we enjoy better access to the corporate decisionmakers. Finally, our structure of union officers, stewards, and committees can provide vital support to the work-based activities envisioned in H.R. 2884, particularly workplace mentoring.

The second aspect of H.R. 2884 which we believe would benefit from further refinement concerns the educational objectives of the bill, especially the work-based learning component. This program must help students acquire the strongest foundation of skills which will place no limits to their continued learning, career advancement or career changes.

The framework guiding the work-based learning component must be carefully drawn to stress the development of broadly transferable skills, rather than narrow skills relevant to a specific employer only. For this reason, we urge the committee to revise Title I, Section 102(5) so that it concurs with language of the Perkins Act of 1990. Rather than requiring "broad instruction in a variety of elements of an industry," H.R. 2884 should provide students with "strong experience in and understanding of all aspects of industry." Among educators, "all aspects" has been defined to include labor issues among several topics we consider important to the education of all workers. They include skills and knowledge which we hope will become only more important in a future high skill, high wage economy.

In addition, an effective work-based learning component must take into account the rules and procedures established for each participating workplace. For this reason, we urge the committee to include an additional paragraph in Section 102 which would require that a work-based learning component comply with written personnel policies and collective bargaining agreements where applicable.

Mr. Chairman, I believe that these refinements would strengthen this important bill. Our members and their children need the kind of national system which is being proposed, a system which we hope will lead to a workforce ready for any present and future challenge.

Mr. PAYNE. Thank you very much for your testimony.

At this time I will yield to the Ranking Member of the committee, Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

First of all, to Mr. Sarmiento, I want to thank you and others for I believe improving the skill standards part of Education 2000 legislation rather dramatically. I think we came a long way in that piece of legislation.

Miss Milgram, I was a part of the JTPA rewriting, et cetera. I would ask if you have other suggestions both how we get people to participate in the nontraditional programs and how we get employers to encourage such participation.

Ms. MILGRAM. Yes. First, I would like to say that we, for over 20 years, have been urging the job training system to train women for nontraditional occupations, and it was not until the Nontraditional Employment for Women Act was signed into law in December of 1991 amending the Job Training Partnership Act that we saw that private industry councils started to train women for nontraditional jobs, and the legislation specifically requires these three things that I think would make a huge difference in the School-to-Work Opportunities Act.

It requires the setting of goals for training women, though no number is specified. It also requires a plan with recruitment and career awareness activities, and data collection and reporting on how they are doing on meeting those goals. I believe that that has really made a huge difference.

What we see around the country in the past two years is that at national and State conferences all the time there are now workshops in training women for nontraditional jobs. We have demonstration sites ourselves in six—with six private industry councils: Montana, Milwaukee, two in California, and Hartford, Connecticut, and as well as locally here in DC, and the employers are willing to be part of the exclusion.

In fact, in Montana, employers with the unions and the JTPA system contributed money and developed a videotape that serves both to recruit women and to also recruit employees in unions on the fact that women can do these jobs.

Mr. GOODLING. So that legislation has helped?

Ms. MILGRAM. It has made a huge difference. It is now part of the usual debate. In the past everyone would say it was a really important and a good idea, but we never saw it happen until they were required by law to do it. Then when they got the training with regard to the amendments, part of what they were trained on was how to go about setting goals, and based on their own baseline and how to meet them, and now it is part of the mainstream debate, and there is State level advisory committees, for example, in the States of Arizona and California that have come about, as well as local advisory committees on training women for nontraditional jobs. This is all a result of the legislation.

Mr. GOODLING. I noticed most of you talked about strengthening the language in H.R. 2884 regarding preparation of students to understand all aspects of the industry, school-to-work programs. Do you have any additional specific ideas how this should be done?

It is addressed to all of you since I think you all included it in your testimony.

Mr. WECKSTEIN. Yes, Mr. Goodling, thank you. A few things. First of all, right now it sits in the work-based component. It needs to be put into the school-based component, because it really, without that you don't have integrated curriculum, and what we found is the teachers really go to town and kids light up when it is built into the curriculum itself. And then academic integration, it is clear it is not dumbing down to teach specific skills for a narrow version of what work is. It is opening up the world, looking at planning, finance, management, et cetera.

In fact, I just spent three days with some of the teachers from Pennsylvania who had put together the academic component of the apprenticeship program, talking about just this, how a lot of what they are already doing is all aspects of the industry, curriculum, but how that can be a vehicle for going even further, so that is one.

Second, it needs to be somehow in the skills, the standards for what it is, the outcomes that we are looking for because we are all trying to drive change through outcomes. If it is not in there it is going to be second fiddle.

Third, it can't just be exposure, it really needs to be understanding and experience in all aspects of the industry and not some elements. That notion of all aspects is what prods teachers and kids to go further and to brainstorm.

Mr. SARMIENTO. I would like to add to that. I think all the recent literature about training and skills, reports like "America's Choice: High Skills or Low Wages," we are all trying to come to grips with what is the nature of the changing relationship between a worker and his or her supervisor, his or her employer, so the language of all aspects in the industry, at least the way it has been interpreted by educators in implementing Perkins is something we think is very important.

One of the things that we have done with support from the U.S. Department of Labor last summer is help put together a brochure called "It Is Your Job: These are your rights," that I believe ought to be distributed to the participants of a summer youth employment program, but in the brochure it is not just about rights, it also talks about the responsibilities that a worker has.

I think if we are trying to prepare young people not just for a single job but for a career, if we are preparing young people not just for a single job but to be able to change careers, then the breadth of their knowledge of what are the general rules about a workplace is very important and has to be not just in the work base, but the classroom activities too.

Mr. BUTLER. Just one quick comment. I have got to get to know Mr. Weckstein better since he listed exactly the three measures that I would take. Let me just add one. I think we need to look for opportunities. We don't necessarily need to include this in legislation, but look for opportunities for teachers themselves to get better exposure to the changing workplace. The workplace is not the one that they experienced earlier, not one they understand very well. We need to look for ways to give them some hands-on experience whether through summer experience or whatever with the requirements of the workplace. That will make them lots better equipped to do the things that both Paul and Tony have suggested.

Mr. GOODLING. Thank you, Mr. Chairman.

Mr. PAYNE. Thank you very much. I am glad, Mr. Sarmiento, that you got into the whole question on the requirements that the students receive orientation about their rights in the workplace, but also the responsibilities of the worker in the workplace.

I think, Ms. Milgram, that hopefully the attention being drawn to sexual harassment, for example, there may be a correlation between those numbers of nontraditional places for women because of the obstacles that traditionally have been associated with women going into nontraditional employment or training programs, and so hopefully with the attention being drawn to and even the Supreme Court hearing a case on what is harassment, where does it begin, where does it end, some kind of guidelines that as harassment reduces itself in the workplace perhaps we will see more women going into the nontraditional jobs or training programs. Did you want to——

Ms. MILGRAM. I think that certainly sexual harassment is a problem, well in all jobs, not just nontraditional, but it is more prevalent in nontraditional jobs, and it does serve as a barrier. However, it has been our experience that women and young girls are, in fact, some of them are, in fact, willing to put up with a potentially harassing environment in order to have a better paying job and that they are willing to do things like join support groups and, of course, we are trying to work on the other side with the employers and unions to make sure that that workplace is not, in fact, harassing and that, you know, when we look, for example, at the Flint, Michigan, site where there are 20 women in automotive technology, we do see that girls are willing to be in these occupations even when they know that they may not have a lot of company, and so I think that it is just a sign of how much they want to be part of the high-tech workplace.

Mr. PAYNE. Thank you, and we should remove the barriers rather than having to work harder or be tougher or more courageous, but I think for the interim that is necessary.

I was going to ask Mr. Weckstein about what does your experience under the Perkins Act suggest that we need to do to ensure that specifics of school to work reach down to the local schools, teachers, students and so forth? What suggestions would you make on that?

Mr. WECKSTEIN. Well, first of all, let me suggest something somewhat counterintuitive, which is that to reach down to the school level we need to put some more money, but in a particular way into administration at the Federal level and perhaps at the State level—I am not sure—in that we need to give the Federal agencies the capacity to do a much, much better job than they are now doing of technical assistance as well as monitoring, but focused on substance and not simply focused on fiscal requirements.

The Department of Education certainly doesn't have the resources right now to do that, but they also need a consumer orientation. What really needs to happen is we need to pay attention to whether kids, parents and teachers really understand what this Act is about, and so processes need to be put in to see that they get that information, and the whole Act needs to be structured to do that, and that then they really need to be brought into the planning, because typically what happens with Federal programs is somebody sits in the central office and fills out an application, then we get all the requests for waivers from things that are supposed to be Federal requirements, but in fact are somebody's local or State rule because nobody in the school really knows what Federal law says, and I think we just need to put a lot of emphasis on teacher, parent, and youth training and information about the program, and we need to build in some real guarantees if this is supposed to be a program to guarantee opportunities for all. It is going to take a while to build that system, but we ought to get serious and tell people that that is what it is about.

Mr. PAYNE. Mr. Butler, how do you reconcile building the system from the bottom up with your recommendations for stronger accountability and standards? What is an appropriate role for the Federal and State government in a bottoms up school-to-work system?

Mr. BUTLER. Well, I think that in fact those are—that is a compatible view, that you can build from the bottom up and still build in an effective role for the Federal Government.

Let me answer the last one quickly first. I think the Federal Government ought to establish standards, as I said before, obviously apportion resources and figure out how resources can be fairly apportioned as well as in a way to learn something. I think there needs to be a stronger provision for technical assistance to States and to localities than is presently envisioned in this law as proposed, and finally, to really—this builds on comments that others have made, but to document what is happening both to assess for accountability reasons, but also really to document what the achievements are of this system as it begins to unfold, what the lessons are, what one location can learn from another, and loop that kind of information back into a technical assistance role.

I think there is a really active role for the Federal Government absolutely consistent with building this thing, I mean literally from the ground up from schools and neighborhoods and employers up through school districts, through States. I think you think of it as sort of bottoms up real design and construction, and not so much top down as the Federal Government, at least minimally assuring accountability, but in fact helping, notwithstanding the old joke.

Mr. PAYNE. Well, let me thank all of you. I did want to get into workplace literacy. I sponsored National Literacy Day for the past five years, and that is a whole question that we really need to take a broader look at. The whole question of adult literacy, literacy in the workplace, et cetera, but because time has expired I would like to thank each you for your participation, and if you would be willing to respond to any additional questions within the next 14 days we would appreciate that, and the record will remain open for that.

Once again, thank you very much, and at this time this meeting stands adjourned.

[Whereupon, at 12:36 p.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

STATEMENT OF THE NATIONAL ASSOCIATION OF GOVERNMENTAL LABOR OFFICIALS, OKLAHOMA CITY, OKLAHOMA

The National Association of Governmental Labor Officials (NAGLO) appreciates the opportunity to submit written testimony to the Subcommittee on Labor-Management Relations in regard to H.R. 2884, the bill which would establish a national framework for the development of School-to-Work Opportunities systems throughout the United States. Members of NAGLO include the commissioners, directors, and secretaries of State and territorial Departments of Labor, many of whom are in the forefront of State government in the area of training systems. NAGLO shares with members of the subcommittee the vision of a more competent and internationally competitive workforce in the United States. NAGLO is extremely pleased with the subcommittee's efforts in this area and commends it for considering a bill which surely would result in tremendous benefits for all youth, especially for those who are not immediately pursuing college.

NAGLO is especially pleased that, implicit in the proposed legislation, is a differentiation between work-based learning and apprenticeship—under Definitions, "career major" integrates work-based and school-based learning which could lead to further training such as entry into a registered apprenticeship system. NAGLO is also pleased with attempts in the bill to clarify the term "apprenticeship."

Despite the great degree of enthusiasm and support among members for H.R. 2884, NAGLO would like to offer the following suggestions which, in our estimation, would enhance the ability for the State partnerships to reach the ultimate goal for a comprehensive School-to-Work system throughout the Nation:

1. Concerning the development grants, language stipulates that a State development grant plan should describe how the governor, chief of State school officer and other relevant State officials will collaborate on a program. Although NAGLO understands that there are jurisdictional differences throughout the States for the Department of Labor, NAGLO believes it is essential to include the terminology **"chief of State labor and/or apprenticeship department."** As it now stands, language is very specific with regard to "governor and chief State school officer," but not so with respect to other parties.
2. Regarding the implementation grants, NAGLO has the very same concern with essentially the same language.
3. NAGLO cannot emphasize enough the importance that proposals for plans be made after first consulting with the States' **apprenticeship community**—apprenticeship as defined in the bill itself.
4. NAGLO supports the view that proposed School-to-Work State partnership plans should not inordinately be concerned with disadvantaged groups of high school-aged youth; but rather they should have much broader aims for all skilled, work-oriented high school students and graduates. The bill in its final form will hopefully better address **mainstream needs.**
5. NAGLO urges the inclusion of the following language: **"Nothing in this Act shall be construed to: (a) modify or affect any State or Federal law pertaining to the administration of registered apprenticeship programs; and (b) duplicate the certification of registered apprentices."**
6. NAGLO opposes the use of youth apprentices to meet public work apprenticeship requirements.

Again, NAGLO wishes to state its support for H.R. 2884 and its sincere appreciation for the opportunity to submit testimony.

THE SCHOOL TO WORK OPPORTUNITIES ACT OF 1993

MUCH ADO ABOUT NOTHING

OR

WHY IT WILL DO VERY LITTLE FOR THE 5,700,000 YOUTH (AGE 16-24) WHO ARE OUT OF SCHOOL AND OUT OF WORK

THIS IS THE SITUATION WE ARE FACING:

FIRST. **"OFFICIAL" YOUTH UNEMPLOYMENT IS TERRIBLE BUT ACTUAL YOUTH JOBLESSNESS IS A DISASTER.**

The "official" unemployment rates are terrible for youth - particularly Black (30% to 40%) and Hispanic (25% to 30%) youth in the city areas.

But these official unemployment rates don't tell the full story.

Over 75% to 80% of minority youth are not ever counted in the official unemployment rate because they are not even looking for work. They often live in neighborhoods where there are no jobs to be found and therefore they are not looking for jobs. Because they are not looking for jobs they are not considered to be "officially" unemployed.

When we count all of the young people in an age group versus the total number of youth employed (i.e. all youth vs. employed youth) we get a far more accurate picture of the vast joblessness of our youth - particularly Black and Hispanic youth.

Wait a second, you're wondering, it may not be so bad being jobless if they are in school and learning skills. Except that Black and Hispanic youth consistently score very low in a wide range of skills testing. Black and Hispanic youth also drop out at a rate of 45% and higher in most big city school systems. In Chicago, for example, the system wide Black and Hispanic dropout rate is over 50%, while the high schools that are nearly all Black or Hispanic have dropout rates of 60% to 75 %.

Lastly youth who come from higher income families succeed and graduate from high school and are three to four times more likely than poorer youth to hold jobs and learn work place skills during their high school year.

Here are some basic statistics on youth (16 to 19 years old) joblessness:

Black Youth (16 - 19 years old) Joblessness in 1991:
- 79% Nationally
- 89% in the New York metro area
- 87% in the Chicago metro area
- 76% in the Detroit metro area
- 77% in the Atlantic metro area
- Not reported for in Los Angeles, Washington D.C., Houston, Baltimore, or any other metro areas.

Black Youth Joblessness in 1992:
- 77% Nationally
- 84% in the Chicago metro area

BEST COPY AVAILABLE

REASONS WHY THE SCHOOL TO WORK ACT OF 1993 WILL DO VERY LITTLE FOR YOUTH WHO ARE OUT OF SCHOOL AND OUT OF WORK.

FIRST:

THERE IS VIRTUALLY NO MONEY - ONLY $50 MILLION FOR PLANNING WHICH MIGHT GO UP TO $300 MILLION FOR PROGRAMS.

This small amount will only fund a small bunch of demonstration programs. This small amount of money looks even worse when you remember that in 1980 President Carter committed $2 billion for his Youth Act - a school to work program. This would be $4 billion in todays dollars. And Carter made this a priority in tough economic times.

SECOND:

THIS "VENTURE CAPITAL", AS IT IS CALLED IN THE LEGISLATION, IS NOT ENOUGH TO LEVERAGE THE $90 BILLION THAT STATES AND LOCAL DISTRICTS SPEND ON HIGH SCHOOLS.

In the best of financial times $50 million leveraging change on $90 billion would seem impossible but even more so as states and local school districts' budgets are barely keeping up with costs or being outright cut. These institutions will not experiment and try new ways of doing things in any systematic way while they are feeling the pressure of financial cuts.

THIRD:

THERE IS NO ACTIVE FEDERAL LEADERSHIP TO GET STATES AND LOCAL SCHOOL DISTRICTS TO WORK WITH DROPOUTS.

The states and local districts are just too swamped to work with the students that they still have in their systems. Reaching out to and reengaging dropouts is far more than states and local systems are currently able to do.

Only very active and supportive federal leadership will get states and local districts to work with the youth that have been pushed out or dropped out of the public schools.

In 1980 the Carter administration recognized this and designated $1 billion for dropouts and $1 billion for in-school at-risk youth.

To reach and reengage dropouts into comprehensive learning centers there must be federal leadership to entice, cajole or provide incentives to states and local districts to work with low skilled students or dropouts in the way that Wisconsin has provided incentives to the Milwaukee school district to develop partnership programs with local community education groups to enroll and teach over 600 dropouts each year. There is no federal leadership to get states to develop extra incentive payments to local districts to reenroll dropouts like the Iowa state system does. Overwhelmingly states and local school districts can barely handle the youth who are still in their schools. They certainly won't reach out to the youth who have dropped out of their schools.

FOURTH:

THERE IS NO FEDERAL LEADERSHIP OR RECOGNITION IN THIS LEGISLATION OF THE ROCK SOLID AND EXTENSIVE RESEARCH ON BUILDING EFFECTIVE PROGRAMS FOR

- 75% in the Detroit metro area
- Not reported for the New York, Los Angeles, Philadelphia, Washington D.C., or any other metro areas.

Hispanic Youth Joblessness in 1991:
- 65% Nationally
- 84% in the New York metro area
- 77% in the Los Angeles metro area
- 53% in the Chicago metro area
- Not reported for the Miami, Houston, San Antonio, Denver or any other metro areas.

Hispanic Youth Joblessness in 1992:
- 67% Nationally
- 70% in the Los Angeles metro area
- 60% in the Miami metro area
- Not reported in the New York, Chicago, Houston, San Francisco, San Antonio or any other metro areas.

White Youth Joblessness in 1991:
- 57% Nationally
- 77% in the New York City metro area
- 65% in the Los Angeles metro area
- 48% in the Detroit metro area
- 46% in the Chicago metro area
- The rates, as reported, hover around 45% to 50% in other major metro areas where they are reported.

SECOND: THERE IS A STREET ARMY OF OVER 5,700,000 YOUTH (AGES 16 TO 24) WHO ARE OUT OF SCHOOL AND OUT OF WORK.

There is an army of over 5,700,000 youth (ages 16 to 24) who walk the streets of our country lost and drifting. In November 1992, a typical school month, an army of youth were out of school and jobless (or working only minimal part-time hours). Over 5,700,000 youth have drifted into this street army:

•3,580,000	White Youth
•1,246,000	Black Youth
• 887,000	Hispanic Youth

This army is equal to the entire population of seven states plus the District of Columbia - Alaska, Montana, Delaware, North and South Dakota, Vermont, Idaho, and Rhode Island.

2,670,000 of these young people had no high school diploma:

•1,580,000	White Youth
• 521,000	Black Youth
• 565,000	Hispanic Youth

(all the employment and jobless data comes from the D.O.L. Bureau of Labor Statistics, December 1992 Employment and Earnings Report)

The average 18 - 24 year old dropout will earn this much in a year:

•White	-	$5,670
•Black	-	$3,670
•Hispanic	-	$5,520

Given this dire situation, what is listed below are the reasons why the School to Work Opportunities Act of 1993 will do very little for the youth who have the lowest skills and are not enrolled in school.

HIGH SCHOOL DROPOUTS OR LOW-SKILLED YOUTH IN SCHOOL.

Professor Gary Wehlage at the University of Wisconsin at Madison has done extensive [illegible] structure, content, and make-up of effective programs for dropouts and in-school at-risk youth (see the attached pages that outline the structure of successful programs for at-risk and dropout youth).

There are many programs both public and non-public that have demonstrated over the past twenty years how to successfully teach youth who have dropped out of high school.

The Alternative Schools Network is a coalition of 40 neighborhood based learning centers that have demonstrated over the past twenty years to successfully work with dropouts.

For all the DOL talk about high performance work places, etc. where owners talk, listen and implement the ideas of folks on the shop floor to improve things, the Dept. of Labor has not practiced what is has preached because it has not sought out or talked to the "shop floor" people in Chicago, Milwaukee and other areas i.e. people who work directly with high school dropouts.

We work in the inner city neighborhoods of Chicago and have never once been asked about our experiences, about what works and why it works in order to successfully teach dropouts.
This legislation has been drafted and shaped with a terrible historical amnesia.

Has anyone from DOL even looked at the work of Dr. Wehlage, or even spoken to him.

FIFTH:

A COMPREHENSIVE SCHOOL TO WORK SYSTEM WILL NOT HAPPEN WITHOUT A NATIONAL PAY OR PLAY EMPLOYER TRAINING TAX.

The economy is producing fewer jobs, and far fewer decent paying jobs. Overwhelmingly employers do not train their front line workers. There is simply no demand from the overwhelming number of employers to want to work with youth. This should not stop us from trying to change this but this lack of training and demand by private employers for more youth school-to-work transition training will not change until a national pay or play training tax is instituted.

For more information contact :

Jack Wuest
Alternative Schools Network
1807 W. Sunnyside ave 1 D
Chicago, Ill. 60640
312-728-4030

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KEY COMPONENTS AND CHARACTERISTICS OF EFFECTIVE PROGRAMS FOR DROPOUTS AND AT-RISK STUDENTS

Based on our twenty years experience at the Alternative Schools Network and on the research and writings of many other people including Dr. Gary Wehlage of the University of Wisconsin the following is an outline of the key components and characteristics of effective programs that work with drop out and in-school at-risk youth.

1. **Administration and Organization**

   A) The program is locally administered and governed (i.e admission, dismissal, course offerings, and content are determined at the local site).

   B) The program has a distinct identity (name) and its own facilities (space, phone, secretary, aides, etc.).

   C) Program size ranges from 50 to 400.

   D) Classes are small, with a teacher/student ratio of 1 to 10.

2. **Teacher Culture**

   A) Strong program leadership is provided by a capable . principal/director.

   B) Teachers have optimism about student success, assume personal accountability for student success, see themselves in an extended role, believe in educating the whole student, and practice "caring" advocacy.

   C) Teachers have high expectations for student behavior and strong and flexible expectations for student academic achievement.

   D) A collegiality is developed for a cooperative team effort, and teachers feel personal regard in the success of the program.

   E) There is a strong emphasis on having competent, caring, experienced teachers.

   F) There is a plan for ongoing teacher and other staff training and support.

3. **Student Culture**

   A) Students are there by their own choice.

   B) A positive peer culture develops and students support program goals.

   C) A family atmosphere is developed, and students engage in a cooperative effort to help one another achieve and succeed.

4. **Curriculum, Instruction, Program**

   A) The program is comprehensive, providing education, employment, skill training, support services, and other needed services.

   B) Programming is based on the needs and goals of students, input from students, staff, business and community people and the economic and social realities of the community.

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C) The program is coordinated with other education, training and support services programs in the neighborhood.

D) Centers have direct and tangible relationships to employers (i.e., these centers work closely in coordination with local business).

E) The program has clear goals and objectives.

F) The program is located in places that minimize student fears and their sense of past failure.

G) An intake/enrollment process assesses students' skills and short and long-range goals in order to ensure that the educational program is as useful and successful for the student as possible.

H) Curriculum materials are relevant to student interests and relevant to the economic and social realities of their lives and communities. Education is experiential, with new roles and opportunities for the major actors.

I) The program is shaped according to students' needs utilizing various teaching strategies and other methods to increase student participation and engaging them as active partners in their education.

J) There is a plan for internal and external evaluations.

K) There is a plan for participants to earn a high school diploma or General Educational Development (GED) certificate.

01/JW/5/03/93 Key

COUNCIL OF CHIEF STATE SCHOOL OFFICERS

One Massachusetts Avenue, NW, Suite 700, Washington, DC 20001-1431 • 202/408-5505 • FAX 202/408-8072
Resource Center on Educational Equity
State Education Assessment Center

October 27, 1993

The Honorable Pat Williams
Chairman
Subcommittee on Labor-Management Relations
112 Cannon House Office Building
Washington D.C. 20515

Dear Mr. Chairman:

Our Council is a very strong supporter of a new federal initiative to advance School-to-Work Opportunities. The Council of Chief State School Officers has been working very hard to develop state policy in this area and to assist states in establishing new programs. We hope that legislation proposed by the Administration will be enacted, but we cannot support it fully unless key amendments are made.

The new federal initiative is designed to have a long-term impact on the way in which states and localities organize and conduct their school-to-work programs. This is not a short-term, categorical project program, but rather an important long-term effort to help shape system-wide operations in the states and localities. The program will be successful only if the key agencies having jurisdiction over education and training programs in the states are fully committed to the plans and activities and explicitly approve the use of resources and the authorities under their jurisdiction as part of the plan and activities.

Federal education legislation has a long history of assuring that the appropriate education authorities in each of the states is assigned responsibility for commitments of the education system. This general authority is granted with the recognition that the patterns of authority and governance for education in the states differ substantially. The federal government has not legislated changes in that authority, but rather has used the principle that such determinations are made at the state level. It is essential to amend the School-to-Work Opportunities Act to incorporate this principle.

The attached statement expands on this concept. It provides the rationale for the proposed amendments which will assure this new initiative works well and school-to-work provisions are successful.

President WERNER ROGERS, Georgia Superintendent of Schools • **President Elect** ALAN D. MORGAN, New Mexico Superintendent of Public Instruction • **Directors** ROBERT E. BARTMAN, Missouri Commissioner of Education • JUDITH A. BILLINGS, Washington Superintendent of Public Instruction • BETTY CASTOR, Florida Commissioner of Education • WILLIAM L. LEPLEY, Iowa Director of Education • HENRY R. MAROCKIE, West Virginia Superintendent of Schools • EUGENE T. PASLOV, Nevada Superintendent of Public Instruction • **Executive Director** GORDON M. AMBACH

We urge these amendments be incorporated into the markup of this legislation. With inclusion of these amendments, we will be pleased to fully support this Administration's initiative. If you have any questions about our recommendations, I request that you contact me or Carnie Hayes at (202) 336-7009. Thank you for your consideration.

Sincerely,

Gordon M. Ambach
Executive Director

ASSURING STRONG COLLABORATION AMONG STATE AGENCIES IN PLANNING FOR AND ADMINISTERING THE SCHOOL-TO-WORK OPPORTUNITIES ACT

The intention of the Administration's proposed School-to-Work Opportunities Act is to assure strong interagency implementation of the programs at the federal, state and local levels. Towards this objective at the federal level, Secretaries of the Departments of Labor and Education have a joint responsibility. Neither Department has given up any authority with respect to existing programs, but the Secretaries have agreed to joint administration of the new program. The same type of strong, collaborative effort is intended at the state level. The proposed Act is not intended to supersede existing authority or responsibility of the state agencies for the federal programs referred to in the bill, nor for existent state programs. The intention is voluntary, joint state agency administration. The bill includes certain references to consultation among state agencies and participation in developing the program, but falls short of assuring that assignment of administrative authority clearly follows the intention stated above. It does not provide for explicit approvals by the appropriate state agencies for plans, grants and waivers that will assure the commitment of the several state agencies to a collaborative effort of implementation.

The bill must be amended to assure that the intended collaboration is real, that there is no misunderstanding with respect to administrative responsibility among state agencies, and that there is not unnecessary confusion or controversy within states on whether this bill is meant to supersede federally-assigned authority to various state agencies for certain programs.

Unlike other federal programs which designate the governor or a state agency, such as the state education agency or the department of labor, as responsible for administering a program, the Administration's bill simply names the "state" as the responsible entity. Use of this term is meant to provide flexibility for the states to handle this program in ways which are best suited for each state. The states will have just as much flexibility if greater clarity of administrative responsibility is included and, in doing so, the objective is achieved without raising unnecessary confusion as to whether this bill supersedes or affirms existing authority.

The objective of providing flexibility for the states is commendable. That principal should, and can, be maintained in the legislation with amendments which restate specific responsibilities already assigned to various agencies for the programs to be incorporated as a part of the School-to-Work Opportunities Act. If such specificity is not provided, the Act will be interpreted at to superseding specific agency responsibilities for various federal programs. There has been no indication by the Administration of an intention to supersede existing authorities; therefore, it is essential to amend the bill for clarification.

The structure of this legislation invites participation of the states on a voluntary basis to seek both planning and implementation grants from the federal government. The strength of any state's application will be based on the genuine collaboration that has been generated within the state. We assume that governors, representatives of departments of labor and representatives of state education agencies will be working in each state with good faith to prepare applications and to implement the program. To assure that the intentions of this program in the use of funds from existent federal programs, as well as from the new legislation, is fully effective, requires there be explicit approval by the responsible agency for the use of any such funds or for waivers and plans under the programs for which the agency has jurisdiction.

We recommend amendments which follow the principle established in the Administration's Goals 2000 legislation, which was agreed to by the National Governors' Association and the Council of Chief State School Officers. In Goals 2000, provisions for the development, submission and approval of a state plan are shared by the governor and state education agency. In that Act, a panel is jointly appointed to develop the state plan. The prime responsibility for submitting the state plan is with the state education agency. If the plan includes provisions not under the jurisdiction of the state education agency, it must have the approval of the governor for any such programs or activities. In this legislation, the assumption is that the governor and the state education agency work in close cooperation to develop and gain approval of the plan. To assure no supersession of authority otherwise granted to the governor, or other state agencies under the governor's responsibility, Goals 2000 properly includes the provision that the governor must approve any parts of the plan and the activity which are outside of the state education agency jurisdiction.

The counterpart to this principle and the provisions of Goals 2000 must be included in the School-to-Work Opportunities Act. It is assumed that the governor will submit the overall state plan for this program and, therefore, approve that part of the plan affecting those agencies under the direct jurisdiction of the governor. The governor's approval will constitute an approval which is in accordance with existent authority and jurisdiction. Other programs which might be included, however, are explicitly under the jurisdiction of the state education agency. Therefore, inclusion of programs and activities which are by federal or state law explicitly under the responsibility of the state education agency must be made parts of planning and implementation grant applications, parts of state plans, parts of the approval of partnerships, and parts of waivers. Therefore, these parts must be explicitly approved by the state education agency.

Amendments to accomplish the objective outlined above are provided in the attachment. They provide assurances that in the definition of a state plan, in the application process for the state, in the content of the state plan for planning and implementation grants, and with respect to any waivers that the use of programs under the jurisdiction of the state education agency are explicitly approved by the state education agency.

A concern has been expressed that providing such an approval would give the state education agency a "veto" over the entire plan. There is no such intention, just as there is no intention the governor's approval of a state's Goals 2000 plan is a veto power over that plan. In these amendments, there is no attempt to have the state education agency approve the entire plan.

A counterpoint must be raised. Is it the intention of the Administration that in using the term "state," the governor is to be assigned authority under the School-to-Work Act which supersedes existing state education agency authority for the Perkins Vocational-Technical Education Act, the JTPA 8% setaside for education, ESEA Chapter 1, ESEA Chapter 2, and the other programs listed under waivers? If that is the intention of Administration or any supporters of this bill, then such intention should be explicitly stated for full debate by both Houses to determine whether the Congress desires to change the responsibility for all these programs through this vehicle.

We hope and believe there is no intention of superseding the responsibilities or jurisdictions and, therefore, urge amendment to provide explicit approvals by the state education agency for any components of the school-to-work program which are under its jurisdiction.

Once again, we note that the success of any state in its application to the federal government for this program will depend upon the degree of collaboration genuinely developed among the governor's office, the labor department, the state commerce or economic development agency, and the state education agency. We urge that cooperation be stimulated and that it truly occur with the full approval of the use of funds under the state education agency and other agency jurisdiction.

We support this legislation as important path-breaking bill to strengthen the capacity of states and localities for school-to-work programs. The objective can be achieved best if there is clarity in terms of the commitments that need to be brought to the table by each of the participating agencies and partners. It is essential that in the name of "flexibility," the legislation does not leave ambiguities with respect to responsibilities and open the potential of jurisdictional disputes in the states which could undermine the success of this important program.

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AMENDMENTS TO S. 1361

page 7, line 17	• State Plan Definition
page 11, line 1	• Definition of State Education Agency (SEA)
page 16, line 13	SEA Approval as Part of Development Grant Application
page 17, line 3	*Designation of Fiscal Agents for Development Grants*
page 19, line 21	• SEA Approval as Part of Implementation Grant Contents
page 23, line 1	*Designation of Fiscal Agents for Implementation Grants*
page 25, line 2	SEA Approval of Partnership Grants Awards
page 31, line 18	SEA Review, Comment, and Consultation on Direct Grants to Local Partnerships and in High Poverty Areas
page 35, line 21	SEA Approval of Waiver Requests
page 43, line 14	• Clarification that Nothing in this Act Negates or Supercedes SEA Authority Under State or Other Applicable Law

II

103D CONGRESS
1ST SESSION

S. 1361

To establish a national framework for the development of School-to-Work Opportunities systems in all States, and for other purposes.

IN THE SENATE OF THE UNITED STATES

AUGUST 5, (legislative day, JUNE 30), 1993

Mr. SIMON (for himself, Mr. KENNEDY, Mr. DURENBERGER, Mr. WOFFORD, Mr. PELL, Mr. METZENBAUM, Mr. DODD, Mr. HATFIELD, Ms. MOSELEY-BRAUN, Mr. BREAUX, and Mrs. MURRAY) introduced the following bill; which was read twice and referred to the Committee on Labor and Human Resources

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A BILL

To establish a national framework for the development of School-to-Work Opportunities systems in all States, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) SHORT TITLE.—This Act may be cited as the "School-to-Work Opportunities Act of 1993".

(b) TABLE OF CONTENTS.—The table of contents is as follows:

Sec. 1. Short title; table of contents.
Sec. 2. Findings.
Sec. 3. Purposes and Congressional intent.

(1) the term "elements of an industry" means, with respect to a particular industry that a student is preparing to enter, such elements as planning, management, finances, technical and production skills, underlying principles of technology, labor and community issues, health and safety, and environmental issues related to that industry;

(2) the term "all students" means students from the broad range of backgrounds and circumstances, including disadvantaged students, students of diverse racial, ethnic and cultural backgrounds, students with disabilities, students with limited English proficiency, and academically talented students;

(3) the term "approved State plan" or "approved plan" means a School-to-Work Opportunities plan that is submitted by a State, is determined by the Secretaries to include the basic program components and otherwise meet the requirements of this Act, and is consistent with the State's plan under the Goals 2000: Educate America Act;

(4) the term "career major" means a coherent sequence of courses or fields of study that prepares a student for ~~a first~~ an entry-level job and that—

has the approval of the State educational agency or other official responsible of any portion of the plan that addresses matters that, under State or other applicable law, are not under the jurisdiction of the Governor,

(17) the term "workplace mentor" means an employee at the workplace who possesses the skills to be mastered by a student, and who instructs the student, critiques the student's performance, challenges the student to perform well, and works in consultation with classroom teachers and the employer.

SEC. 5. FEDERAL ADMINISTRATION.

(a) Notwithstanding the Department of Education Organization Act (20 U.S.C. 3401 et seq.), the General Education Provisions Act (20 U.S.C. 1221 et seq.), the statutory provisions regarding the establishment of the Department of Labor (29 U.S.C. 551 et seq.), and section 166 of the Job Training Partnership Act (29 U.S.C. 1576), the Secretaries shall jointly provide for the administration of the programs established by this Act, and may issue whatever procedures, guidelines, and regulations, in accordance with 5 United States Code 553, they deem necessary and appropriate to administer and enforce the provisions of this Act.

(b) Section 431 of the General Education Provisions Act (20 U.S.C. 1232), shall not apply to any programs under this Act.

(16) the term "State educational agency" shall have the same meaning as provided in paragraph 23 of section 1471 of the Elementary and Secondary Education Act of 1965; and

(1) include a timetable and an estimate of the amount of funding needed to complete the planning and development necessary to implement a comprehensive, statewide School-to-Work Opportunities system;

(2) describe how the Governor; the chief State school officer; the State agency officials responsible for job training and employment, economic development, and postsecondary education; and other appropriate officials will collaborate in the planning and development of the State School-to-Work Opportunities system;

(4) describe how the State will enlist the active and continued participation in the planning and development of the statewide School-to-Work Opportunities system of employers and other interested parties such as locally elected officials, secondary and postsecondary educational institutions or agencies, business associations, employees, labor organizations or associations thereof, teachers, students, parents, community-based organizations, rehabilitation agencies and organizations, registered apprenticeship agencies, and local vocational educational agencies;

(5) describe how the State will coordinate its planning activities with any local School-to-Work

(3) include an approval by the SEA or other official responsible of any portion of the application that addresses matters that, under State or other applicable law, are not under the jurisdiction of the Governor;

Opportunities program that has received a grant under title III of this Act;

(5) designate a fiscal agent or agents to receive and be accountable for funds awarded under this subtitle; and

(6) include such other information as the Secretaries may require.

(c) STATE DEVELOPMENT ACTIVITIES.—Funds awarded under this section shall be expended by a State only for activities undertaken to develop a statewide School-to-Work Opportunities system, which may include—

(1) identifying or establishing an appropriate State structure to administer the School-to-Work Opportunities system;

(2) identifying or establishing broad-based partnerships among employers, labor, education, government, and other community organizations to participate in the design, development, and administration of School-to-Work Opportunities programs;

(3) developing a marketing plan to build consensus and support for School-to-Work Opportunities programs;

Subtitle B—State Implementation Grants

SEC. 211. PURPOSE.

The purpose of this subtitle is to assist States in the implementation of comprehensive, statewide School-to-Work Opportunities systems.

SEC. 212. STATE IMPLEMENTATION GRANTS.

(a) ELIGIBILITY AND APPLICATION.—A State may apply to the Secretaries for a competitive implementation grant by submitting an application that contains—

(1) a plan for a comprehensive, statewide School-to-Work Opportunities system that meets the content requirements provided in subsection (b);

(2) a description of how the State will allocate funds under this Act to local School-to-Work Opportunities partnerships;

(3) a request, if the State decides to submit such a request, for one or more waivers of certain statutory or regulatory requirements, as provided for under title V of this Act; ~~and~~

(5) such other information as the Secretaries may require.

(b) CONTENTS OF STATE PLAN.—A State plan shall—

(4) an approval by the SEA or other official responsible of any portion of the application with respect to the plan, description of how funds will be allocated, or waiver request which addresses matters that, under State or other applicable law, are not under the jurisdiction of the Governor; and

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(13) designate a fiscal agent or agents to receive and be accountable for School-to-Work Opportunities funds awarded under this subtitle.

(c) Review of Applications.—The Secretaries shall submit each application to a peer review process, determine whether to approve the State's School-to-Work Opportunities plan, and, if such determination is affirmative, further determine whether to take one or a combination of the following actions—

(1) award an implementation grant;

(2) approve the State's request, if any, for a waiver in accordance with the procedures in title V of this Act; and

(3) inform the State of the opportunity to apply for further development funds, except that further development funds may not be awarded to a State that receives an implementation grant.

(d) Amount of Grant.—The Secretaries shall establish the minimum and maximum amounts available for an implementation grant, and shall determine the actual amount granted to any State based on such criteria as the scope and quality of the plan and the number of projected program participants.

(e) State Implementation Activities.—Funds awarded under this section shall be expended by a State

(f) ALLOCATION OF FUNDS TO PARTNERSHIPS.—A State shall award subgrants to partnerships, according to criteria established by the State, that total no less than 65 percent of the sums awarded to it under this section in the first year, 75 percent of such sums in the second year, and 85 percent of such sums in each year thereafter.

(g) STATE SUBGRANTS TO PARTNERSHIPS.—

(1) APPLICATION.—A partnership that seeks a subgrant to carry out a local School-to-Work Opportunities program shall submit an application to the State that—

(A) describes how the program would include the basic program components and otherwise meet the requirements of title I of this Act;

(B) sets forth measurable program goals and outcomes;

(C) describes the local strategies and timetables to provide School-to-Work Opportunities program opportunities for all students; and

(D) provides such other information as the State may require.

(2) ALLOWABLE ACTIVITIES.—A partnership shall expend funds awarded under this section only for activities undertaken to carry out School-to-Work

with the approval of the SEA or other official responsible for matters that, under State or other applicable law, are not under the jurisdiction of the Governor, that it is in accord with approved State and local plans, if any.

(b) DEFINITION.—For purposes of this section, the term "high poverty area" means an urban census tract, a nonmetropolitan county, a Native American Indian reservation, or an Alaska Native village, with a poverty rate of 30 percent or more, as determined by the Bureau of the Census.

(c) ALLOWABLE ACTIVITIES.—Funds awarded under this section may be expended for activities such as those that support school-based job specialists to assist students in obtaining employment, and that recruit employers and assist them to develop work-based learning opportunities for students.

(d) USE OF FUNDS.—Funds available under this section may be awarded in combination with funds appropriated for the Youth Fair Chance Program.

TITLE IV—NATIONAL PROGRAMS

SEC. 401. RESEARCH, DEMONSTRATION, AND OTHER PROJECTS.

(a) IN GENERAL.—With funds reserved under section 505(c), the Secretaries shall conduct research and development and establish a program of experimental and demonstration projects, to further the purposes of this Act.

Sec. 304. STATE REVIEW COMMENT AND CONSULTATION.
With respect to the provisions of this Title requiring submission of application to the State for review, and comment and consultation with the State by the Secretaries for the award of grants, the SEA or other officials responsible must review, comment, and be consulted by the Secretaries on those matters that, under State or other applicable law, are not under the jurisdiction of the Governor.

TITLE V—GENERAL PROVISIONS

SEC. 501. STATE REQUEST AND RESPONSIBILITIES FOR A WAIVER OF STATUTORY AND REGULATORY REQUIREMENTS.

(a) STATE REQUEST FOR WAIVER.—A state with an approved plan may, at any point during the development or implementation of a School-to-Work Opportunities program, request a waiver of one or more statutory or regulatory provisions from the Secretaries in order to carry out the purposes of the Act.

(b) PARTNERSHIP REQUEST FOR WAIVER.—A partnership that seeks a waiver of any of the laws specified in sections 502 and 503 shall submit an application for such waiver to the State, and the State shall determine whether to submit the application for a waiver to the Secretaries.

(c) WAIVER CRITERIA.—The request by the State shall meet the criteria contained in section 502 or section 503 and shall specify the laws or regulations referred to in those sections that the State wants waived.

SEC. 502. WAIVERS OF STATUTORY AND REGULATORY REQUIREMENTS BY THE SECRETARY OF EDUCATION.

(a) IN GENERAL.—(1) Except as provided in subsection (c), the Secretary of Education may waive any re-

(d) SEA APPROVAL. With respect to subsections (a), (b) and (c) above and any waiver request under Sec. 503 (b)(2), the SEA or other official responsible for those matters that, under State or other applicable law, are not under the jurisdiction of the Governor, must approve.

(B) when the employer has terminated the employment of any regular employee or otherwise reduced its workforce with the intention of filling the vacancy so created with a student.

(4) Students shall be provided with adequate and safe equipment and a safe and healthful workplace in conformity with all health and safety standards of Federal, State, and local law.

(5) Nothing in this Act shall be construed to modify or affect any Federal or State law prohibiting discrimination on the basis of race, religion, color, ethnicity, national origin, gender, age, or disability.

(7) Funds appropriated under authority of this Act shall not be expended for wages of students.

(8) The Secretaries shall provide such other safeguards as they may deem appropriate in order to ensure that School-to-Work Opportunities participants are afforded adequate supervision by skilled adult workers, or, otherwise, to further the purposes of this Act.

SEC. 505. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION.—There are authorized to be appropriated to the Secretaries $300,000,000 in fiscal year 1995, and such sums as may be necessary in each of the

(6) Nothing in this Act shall be construed to negate or supersede the authority of the SEA or other official responsible, under State or other applicable law for matters addressed in the State application, plan, grant awards or waivers requested pursuant to this Act.

PROVISIONS OF GOALS 2000 WHICH PROVIDE FOR THE GOVERNOR TO APPROVE PORTIONS OF THE STATE PLAN THAT ADDRESS MATTERS UNDER THE GOVERNOR'S JURISDICTION

(7) The panel shall develop a continuing process for interacting with local educational agencies and individual schools engaged in systemic reform, especially including local educational agencies and schools which receive subgrants under section 309 of this Act, to ensure that the development and implementation of the State plan reflects their needs and experiences.

(8) The panel shall develop a State plan, provide opportunity for public comment, and submit the State plan to the State educational agency for approval.

(9) The State educational agency shall submit the original State improvement plan developed by the panel and the State improvement plan if modified by such agency, together with an explanation of any changes made by such agency to the plan developed by the panel, to the Secretary for approval.

(10) If any portion of the State plan addresses matters that, under State or other applicable law, are not under the authority of the State educational agency, the State educational agency shall obtain the approval of, or changes to, such portion, with an explanation from the Governor or other official responsible for that portion before submitting the plan to the Secretary.

(11) After approval of the State plan by the Secretary, the panel, in close consultation with teachers, prin-

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THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993
(H.R. 2884)

Statement for
the House Subcommittee
on Labor-Management Relations

Richard N. Apling, Specialist in Social Legislation
Ann Lordeman, Analyst in Social Legislation
Bob Lyke, Specialist in Social Legislation

Education and Public Welfare Division
Congressional Research Service

October 20, 1993

We appreciate this opportunity to submit a statement for the record on the challenges facing high-school age students making the transition from school to work, and specifically on how H.R. 2884, the School-to-Work Opportunities Act of 1993, addresses those challenges. This statement is substantially the same as our testimony before the Senate Subcommittee on Employment and Productivity.

As you know, Congress and the nation have become increasingly concerned about the difficulties many face in moving from high school to well paying, high skilled jobs in the adult labor force. After high school, many youths spend years in low paying, "dead end" jobs before moving onto higher paying, more secure occupations. Some never make this transition. This is probably one reason why real wages for those with 12 years of education or less have declined significantly since 1973.

Over the past several years, members of this subcommittee and other members of Congress have sponsored legislative proposals to assist youth in moving from school to work. H.R. 2884 incorporates the Administration's proposal to address these concerns.

CRS has been asked to examine implementation issues regarding H.R. 2884 We have presented our analysis in a CRS general distribution memorandum that this statement summarizes.

The memorandum discusses several broad features of the bill as well as a number of specific implementation issues. The statement concentrates on the following aspects of the bill:

- Waiving requirements of current Federal education and training programs;
- Joint administration by the Departments of Education and Labor;

- The relationship between State occupational skill standards that the bill would require and national skill standards that would be created under other proposed legislation; and
- The promotion of State and local flexibility within broad program requirements.

WAIVERS OF CURRENT PROGRAM REQUIREMENTS

H.R. 2884 aims to promote a national school-to-work system built on current programs, rather than to create a new, separate school-to-work effort. To do this, the legislation would provide "venture capital" to assist States and localities to plan and initiate school-to-work programs. When the funds appropriated under this bill end, the programs established would be expected to continue with other Federal, State, local, and private resources.

A key component for building on existing Federal resources would be waivers from certain requirements of Federal education and training programs. The use of waivers raises several issues: whether it is possible to create effective school-to-work programs without changing the basic purposes of current Federal programs; what happens when there is disagreement about central purposes and provisions of current programs; how specific the legislation should be on what can and cannot be waived; and how to coordinate the waivers in this legislation with other waiver authorities.

The bill does not permit waivers that would change the basic purposes of programs or alter key provisions. These limits may impede the creation of effective school-to-work programs that have different goals. For example, a central purpose of many Federal education and training programs is to serve disadvantaged students. How can funds from these programs be used to support school-to-work programs that aim to serve all students?

A second issue is that it may be difficult to determine the primary purpose and central provisions of current programs, which could lead to confusion over what can and cannot be waived. For example, under Job Corps, at least 80 percent of participants are required to reside at Job Corps centers. Since one stated purpose of Job Corps is to establish residential **and** nonresidential centers, one could argue that this requirement could be waived. On the other hand, since Job Corps is unique partly because it is primarily a residential program, one could argue that waiving this requirement could dilute the basic purpose of the program. This type of scrutiny would be required for each program subject to waiver authority.

A third issue is how specific the bill should be about the particular requirements that could be waived. The bill contains two approaches: For Department of Education programs, the bill does not specify requirements for which waivers would be considered, while for the Job Training Partnership Act, it identifies specific requirements that could be waived. There are different implications for implementation associated with each approach. Less specificity could increase the Department of Education's administrative flexibility but could decrease the influence Congress has over changes in current programs. In addition, lack of specific guidance could raise uncertainties among States and localities about how much flexibility they have in using current Federal programs to sustain their school-to-work initiatives. In contrast, the greater specificity for Department of Labor programs could possibly provide more guidance on Congressional intent, but also could limit the Department's flexibility.

Finally, issues about waivers could arise in other legislation that Congress may consider to improve coordination among Federal education and training programs, and it would seem desirable not to have different lists of waivers available. Different waiver authorities could perpetuate a fragmented rather than a coordinated system of education and training programs if States and localities had to sort out which waivers would be most applicable to which pieces of legislation.

JOINT PROGRAM ADMINISTRATION

Another central component of H.R. 2884 is that two Federal agencies would be jointly responsible for the administration of the program: the Department of Education and the Department of Labor. Joint administration raises several general questions, which the bill leaves unanswered: How would general administrative provisions and guarantees (such as student privacy rights in the General Education Provisions Act) be maintained? How much would joint administrative activities (such as promulgating regulations and reviewing grant proposals) delay program implementation? How much discretion should the Departments of Education and Labor have in determining the administrative structure of the program? Who arbitrates disagreements and policy differences between the two Departments? How would the Departments of Education and Labor jointly allocate and account for program appropriations? Who is ultimately responsible for program administration?

RELATIONSHIP TO NATIONAL OCCUPATIONAL STANDARDS

The bill would require States receiving implementation grants to describe how they would establish a system of occupational skill standards and certify that students completing school-to-work programs meet those standards. This requirement raises the question of how these standards and certificates would be coordinated with the proposed national occupational standards and certificates that would be created under a National Skill Standards Board, if the Congress adopts the Goals 2000: Educate America Act (H.R. 1804).

The bill would require that State standards "take into account the work" of that board. At the same time, H.R. 1804 and H.R. 2884 could create competing national and State skill standards systems. The national board under H.R. 1804 would aim at creating a single set of standards for occupational clusters, leading to nationally recognized skills certificates. The standards established under H.R. 2884's State school-to-work programs could lead to certificates that are recognized within individual States but that might not be portable from one State to another. Since the national skill standards system presumably would be voluntary, some States might prefer to use the systems they develop rather than adopting national standards. The result could be a confusing array of State standards and certificates together with a "national" system created under the Goals 2000 legislation.

STATE AND LOCAL FLEXIBILITY

The bill permits States and communities to create school-to-work systems by building on a wide variety of programs, including career academies, tech-prep, and cooperative education. The bill requires, however, that any system incorporate three basic components:

> (1) **work-based learning**, including paid work experience, job training, workplace mentoring, and instruction in general workplace competencies;
>
> (2) **school-based learning**, including career exploration, academic study, and diagnostic assessments; and

(3) **connecting activities** to bridge school-based and work-based learning.

While allowing State and local variation within broad criteria is desirable, issues could be raised about this approach. For example, if the ultimate goal is to create a national school-to-work structure, too much variation could lead to dissimilar, disconnected programs rather than a national system.

Some also might question whether the required components are appropriate. An example is paid work experience and work-based learning. Paying students and requiring substantial on-the-job instruction by current workers could deter employer participation. Some might argue that less expensive alternatives such as school-based enterprises and unpaid internships could be effective and less burdensome to employers.

CONCLUSION

In conclusion, the issues we have discussed here in connection with H.R. 2884 should not be seen as a negative assessment of the proposal. Such issues could arise with any national proposal to improve the transition from school to work. Other proposals also would have to address how to incorporate school-to-work initiatives into the environment of current education and training programs; how to coordinate program administration among Federal agencies; how to certify students' occupational skills; and how to build a national system while allowing for State and local flexibility.

CRS

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MEMORANDUM October 4, 1993

SUBJECT : **Possible Implementation Issues in H.R. 2884/S. 1361 (the School-to-Work Opportunities Act of 1993), as Introduced**

FROM : **Richard N. Apling, Specialist in Social Legislation**
Ann Lordeman, Analyst in Social Legislation
Bob Lyke, Specialist in Social Legislation
Education and Public Welfare Division

This memorandum responds to several requests to examine possible implementation issues regarding H.R. 2884/S. 1361 (the Administration's school-to-work proposal), which was introduced August 5, 1993.

The memorandum has three sections. The first section provides a brief overview of the proposal. The second discusses three areas in which problems might impede the implementation of the bill:

- Use of the bill's funding as "venture capital";
- Joint administration of the program by the U.S. Departments of Labor (DOL) and Education (ED); and
- Relationship and interaction with national occupational skill standards.

The final section discusses possible ambiguities and technical problems in the bill.

OVERVIEW OF HR. 2884/S.1361

The School-to-Work Opportunities Act of 1993 (H.R. 2884/S. 1361) would provide "venture capital" to assist States and localities to plan and initiate school-to-work programs, rather than establish a new full-scale State grants program. When the funds appropriated under this bill end, the programs

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established would be expected to continue with other Federal, State or local resources, presumably building on current programs rather than creating a separate school-to-work effort. States could receive waivers from statutory and regulatory requirements for particular education and training programs to aid them in coordinating programs and to help ensure that other Federal resources would be available.

Under the bill, beginning in FY 1995, the Departments of Education and Labor would make grants to States and localities. Grants to States would be made for either planning or implementing comprehensive school-to-work programs. States that received implementation grants would be required to award a "substantial" portion of their funds to local consortia. The Federal Government would make some implementation grants directly to localities which are ready to implement school-to-work programs, but are in States that are still in the planning phase. The Federal Government would also make some implementation grants directly to communities with high poverty areas.

The legislation would establish three basic program components that State and local programs would have to incorporate: (1) work-based learning, including paid work experience, job training, workplace mentoring, and instruction in general workplace competencies; (2) school-based learning, including career exploration, academic study, and diagnostic assessments; and (3) connecting activities to bridge school-based and work-based learning. Regulations for the program would be issued jointly by the Departments of Education and Labor. The program would be authorized at $300 million for FY 1995.

GENERAL ISSUES

Use of the Bill's Funding as "Venture Capital"

One of this bill's "strategies" for building school-to-work programs would be to use Federal funds as "venture capital." When the funds appropriated under this bill end, the program would continue with other Federal, State or local resources. The effectiveness of this strategy depends on whether these other resources will be available. In part to make other Federal funds available, the bill would waive statutory and regulatory requirements for particular education and training programs. (Certain kinds of waivers would be prohibited, e.g., those that would change the basic purpose of a program, its eligibility requirements, and the allocation of its funds.) Assuming that access to other Federal funds is essential to the continuation of the school-to-work programs, the waiver provisions in the bill merit particular scrutiny.

Two questions regarding waivers can be raised. First, are there certain provisions that if not waived would hinder the ability to use other Federal funds? For example, section 165 of Job Training Partnership Act (JTPA) (reports, record keeping, and investigations) is not included in the list of JTPA provisions that can be waived. Section 165 requires programs to keep standardized records for all individual participants. The specific record keeping and reporting requirements are established by the Secretary of Labor, and are quite detailed. Individuals receiving services under JTPA's youth training program and also receiving services funded under the bill would still have to be "tracked" through the JTPA record keeping system. This record keeping requirement could hinder the use of JTPA funds in implementing school-to-work programs under this bill, because of the added administrative burden.

Second, are provisions that cannot be waived, like those related to a program's purpose, easily identifiable? For example, under the bill, requirements related to Job Corps could be waived. One Job Corps requirement is that not more than 20 percent of the participants be nonresidents of Job Corps centers. Since the statement of purpose under Job Corps states that the Act authorizes the establishment of residential and nonresidential centers, one could argue that the 20 percent requirement could be waived. On the other hand, since Job Corps is unique partly because it is primarily a residential program, one could argue that waiving this requirement could dilute the basic purpose of the program.

Another example pertains to program eligibility. Under the bill, requirements relating to JTPA section 123 (State education coordination and grants) could be waived. This program can fund projects that provide school-to-work transition services. There are no specific eligibility requirements. Section 123 does require, however, that a specific portion of the funds be used for projects that provide services to economically disadvantaged youth. One could argue that funds for this program could be used to fund services under the bill since the "eligibility of an individual" would not be affected. On the other hand, one could argue that the restriction on the use of funds constitutes an eligibility requirement and cannot be waived. These examples are not merely technical problems; they directly affect the amount of funding available for the school-to-work programs authorized under the bill. For example, if the FY 1994 appropriation for JTPA's youth program is $658.7 million, then $42 million in Federal funds under section 123 potentially could be available to continue the programs established under the bill. These are only some examples of the waiver provisions that merit scrutiny. Specific technical problems with waivers are discussed below; however, a complete analysis of the bill's waiver provisions is beyond the scope of this memo.

Joint ED/DOL Administration of the Program

The bill provides that ED and DOL jointly administer the program. Joint administration by two Federal departments raises a number of problems and uncertainties. The bill leaves unanswered several general questions. Who arbitrates disagreements and policy differences between the two Departments and the two Secretaries? Who is ultimately in charge of, responsible and accountable for program administration? How would DOL and ED jointly allocate and account for program appropriations (authorized in section 505, page 43)?

Joint administration also raises some more technical questions. For example, section 5 (page 11) appears to override general provisions governing the administration of the two departments and allows the Secretaries to "issue whatever procedures, guidelines, and regulations . . . they deem necessary and appropriate to administer and enforce the provisions of this Act." This provides the Secretaries with broad discretion to create a new administrative structure to oversee the school-to-work program through the regulatory process with no congressional input.

Eliminating the application of general administrative statutes for DOL and ED would mean that the Secretaries would have to devise new procedures for joint administration. For example, the Secretaries are to provide for the administration of the act notwithstanding section 166 of JTPA, which deals with administrative adjudication and administrative law judges and notwithstanding the General Education Provisions Act (GEPA--part E deals with administrative law judges and related topics). Apparently the Secretaries would need to devise a separate administrative law structure to deal with the school-to-work program.

In addition, if general administrative statutes do not apply to the program, the Secretaries would have to be careful to ensure that guarantees and protections contained in current statutes are maintained for the program. For example, section 438 of the GEPA provides for family educational rights and privacy (often known as the Buckley Amendment), which presumably would not be ensured for the school-to-work program absent action by the Secretaries. At best, creating this administrative structure through the regulatory process could take considerable time, delaying the initiation of the program. At worst, important protections and safeguards might inadvertently be eliminated for this program.

Congress might want to consider some alternatives. One alternative would be for the bill to **specify provisions** to establish joint administration (rather than completely override current law and recreate a structure solely by executive action) and to **stipulate specific "overrides"** of general administrative statutes deemed to hinder or prevent joint administration, thus preserving safeguards and guarantees.

Relationship and Interaction with National Occupational Skill Standards

An important outcome of the school-to-work programs promoted by the bill appears to be student-earned "portable, industry-recognized credentials" or "skill certificates." The work-based learning component (section 102, page 12) is to "lead to the award of a skill certificate." The school-based learning component (section 103, page 13) is to be designed "to meet the requirements necessary for a student to earn a skill certificate." The bill would require States applying for an implementation grant to describe "the State's process for assessing the skills and knowledge required in . . . awarding skill certificates" (page 2, line 3).

Although the bill recognizes that national standards would be created under a National Skills Standards Board if the Congress adopts the Goals 2000: Educate America Act (H.R. 1804/S. 1150) and that State standards should "take into account the work" of that board, ambiguities and problems could arise. For example, H.R. 1804/S. 1150 and H.R. 2884/S. 1361 could create competing skill standards systems. The national board under H.R. 1804/S. 1150 would aim at creating a single set of standards for occupational clusters leading to nationally recognized skills certificates. The standards established under State school-to-work programs promoted by H.R. 2884/S. 1361 could lead to certificates recognized within individual States but might not be portable from one State to another. Since the national skill standards system presumably would be voluntary, some States might prefer to use the systems they develop rather than "buying into" national standards.

To avoid creating 50 different, possibly incompatible, systems, Congress might consider requiring States to implement skill standards systems only when the national system under "America 2000" is in place. When the national system is ready, a State creating skill standards as part of its school-to-work program under H.R. 2884/S. 1361 could be required to show how its system would incorporate national standards.

AMBIGUITIES AND TECHNICAL PROBLEMS

The following are ambiguities and specific technical problems, which could hinder the implementation of the School-to-Work Opportunities Act. (Note that page and line numbers refer to the printed version of H.R. 2884; locations of references may vary slightly in S. 1361.)

1.	Page 7 (line 1)	"Industry" groupings appear to be the way the program will be organized. But many jobs--for example, secretaries and accountants--are better viewed within occupational groupings, varying little by industry. It might be better to use or include the term occupations or occupational clusters.
2.	Page 9 (line 1)	The definition of "partnership" is vague about the "other entities" that can be partnership members--for example "local vocational education entities" could include proprietary schools (if that is the intent). "Rehabilitation agencies and organizations" presumably refer to vocational rehabilitation programs but could also mean occupational rehabilitation or even physical rehabilitation.
3.	Page 9 (line 17)	The definition of "postsecondary education institution" would exclude proprietary schools. It is unclear whether this is intentional.

4. Page 10 (line 12) The definition of "skill certification" requires that skills certified under a State plan "are at least as challenging as skill standards endorsed by the National Skill Standards Board established under the Goals 2000: Educate America Act." This appears to be inconsistent with the requirement for State implementation plans (section 212(b)(10)), which requires that State standards are to "take into account" the standards developed under the National Skill Standards Board (page 22, line 5).

5. Page 11 (line 21) The bill exempts the program from section 431 of GEPA, presumably to reflect the Supreme Court decision in *INS v. Chadha (462 U.S. 919(1983)). Chadha* deemed Congressional review and "veto" as unconstitutional constraints on executive branch authority. Is this provision required if the program is to be administered jointly by the Secretaries of DOL and ED "notwithstanding" GEPA (page 11, line 10)?

6. Page 12 (line 24) The term "general workplace competencies" is not defined, which makes it unclear who determines what these competencies are--the Secretaries, each partnership, or each State program.

7. Page 13 (line 6) The bill does not state when career exploration is to occur but does state that a student is to pick a career major by the beginning of the 11th grade (page 13, line 10). Should students begin exploration in the ninth grade or earlier?

8. Page 15 (line 9) Several questions arise regarding the State development grants. How many years will a State be eligible for planning grants? Are the Secretaries required to monitor a State's progress during the planning process? Congress might want to require States desiring to continue planning grants (rather than submitting an implementation grant proposal) to submit a renewal proposal that, among other things, documents progress toward purposes in 202(b) (page 15). What happens if a State submits an implementation grant and is turned down? Page 23 (line 4) provides for informing a State that it can apply for further development funds, but Federal support could stop and momentum could be slowed in that State until the new development grant proposal was written, approved, and funds began to flow again.

9. Page 18 (line 5) Among other activities, States receiving development grants could initiate pilot programs. Are there any

limitations on use of planning funds for pilot programs similar to the limitations in the uses of implementation grants (section 212(e), page 23)?

10. Page 19 (line 21) Partnerships are to serve local labor markets, to the extent feasible. Since labor markets in many metropolitan areas overlap State borders, should there be a requirement that States consult and coordinate their effort for such labor markets, or is this a role for the Federal Government under section 401(b) (page 31)? (Section 401(b) permits the use of funds for national programs for any purpose authorized under the bill that is "most appropriately administered at the national level and that will operate in, or benefit more than, [sic] one State.")

11. Page 20 (line 19) States must indicate how they "will coordinate the use of educational and training funds." Among the Federal programs listed for coordination is the National Apprenticeship Act (page 21, line 7), which does not provide Federal funds to States.

12. Page 21 (#7, 8, and 9) The levels of specificity differ in describing program access for different groups. For example, "all students" (#7) and certain disadvantaged students (#9) would be ensured the opportunity to participate in the program but opportunities for women are to lead to high-skill, high-wage jobs (#8). Perhaps these items could be combined into one point on ensuring opportunities for equal participation for all students--including girls and women, the disadvantaged, the disabled, and dropouts--in a manner that leads to employment in high-performance, high-paying jobs.

13. Page 22 (line 3) The State's certification process must "take into account" the Board's work. This requirement appears to be inconsistent with the definition of "skill certificate" (page 10, line 12), which requires that certificates issued should reflect mastering skills "as least as challenging" as those endorsed by the National Board that goals 2000 would establish. Moreover, the definition (page 10, line 19) provides for the case in which national standards are not yet developed (the State is to describe a process for issuing certificates) but there is no explicit requirement for describing this process in the State plan.

14. Page 22 (line 13) Development of "performance standards" seems to be left entirely to the States. Are these standards to be program outcomes as in JTPA, or performance related to the goals of the legislation, for example, ensuring ongoing involvement from key players such as educational agencies and employers? If they are meant to refer to performance standards to be developed under section 402 (page 31), then that subsection should be referenced. In the latter case, some provision should be made for States to proceed if a national performance system is not in place.

15. Page 22 (line 19) In the application approval process, the Secretaries submit State plans to peer review. The bill could be more specific about this process: Who would make up this group? Are the Secretaries to take these reviews into account in making their selections? How would the selection process work in practice?

16. Page 22 (line 23) The bill lists three possible actions the Secretaries can take if they **approve** a State's application for an implementation grant (approve the grant, approve requested waivers of program requirements, and advise the State of the availability of further development funds). However, the third possible action appears to be one that would be taken if the plan **were not approved**, namely, to suggest that the State apply for further development grant funds.

17. Page 23 (line 12) The criteria for determining grant size give broad discretion to the Secretaries. How will the "scope" and "quality" of a State's plan be assessed? What participants would be counted (local partnerships, employers, students)? Might States receive larger grants for tackling difficult problems (with relatively few participants), such as seeking innovative ways to employ at-risk students?

18. Page 24 (line 14) Permitted uses of State grants include technical assistance to other States. Would this more appropriately be reserved as a Federal function, since technical assistance is typically a Federal role? States might be encouraged to share information and ideas with other States to promote networking and disseminating ideas.

19. Page 24 (line 18) Funds would be allocated to partnerships based on "criteria established by the State." Perhaps the bill should reiterate that the criteria would be outlined in

the State plan (section 212(a)(2)) (page 19) and approved by the Secretaries. In addition, the criteria presumably would reflect the requirements for "State subgrants" as outlined in section 212(g) (page 24).

20. Page 24 (line 19) The bill is not specific on the use of Federal funds at the State level. Presumably the portion not reserved for subgrants to partnerships is designated for State implementation activities under section 212(e) (page 23). Congress may want to specify a limited amount to be used for administration to ensure that in the first year 35 percent does not go for State program management.

21. Page 25 (line 9) The bill is unclear whether "measurable goals and outcomes" refer to academic and skill standards or process goals such as number of employers involved.

22. Page 25 (line 13) The bill is unclear on whether providing school-to-work "opportunities for all students" means literally all students or all students who are interested and/or qualified for the program.

23. Page 26 (line 5) The specific intermediaries' activities listed as permitted activities--assisting students in finding jobs and further education and training--are already included in section 104 (page 14), which deals with the "connecting activities component" of the program.

24. Page 26 (line 21) Permitting States to establish "graduation assistance programs" could result in separate school-to-work programs for at-risk and low-achievers. Is that the intent?

25. Page 27 (line 6) A permitted activity is integrating work-based and school-based education with existing programs for drop outs. Why are programs for drop outs singled out? Should work-based and school-based activities be integrated with other training programs?

26. Page 28 (line 24) Local partnerships would be required to submit their grant proposals "to the State for review and comment." It might be less ambiguous to specify that proposals would be submitted to the same State organization that submits a developmental grant proposal under section 202 (page 15).

27. Page 29 (line 14) The Secretaries would be required to determine that a local partnership grant proposal was in conformity with the approved State plan (if the State had an approved

plan). This requirement appears to contradict the first purpose of title III (page 27) that Federal grants to partnerships would be awarded "in States that have not received an implementation grant" and presumably do not have an approved plan.

28. Page 30 (line 5) The bill states that high-poverty grants would go to "School-to-Work Opportunities programs." Does this mean that a local partnership would have to receive a partnership grant from DOL/ED or from the State under a State implementation grant first before applying for a high-poverty grant?

29. Page 30 (line 20) The definition of "high poverty areas" is based on urban census tracks, which could be problematic. Poverty rates on census tracks are not publicly reported and almost certainly would not be known by cities and counties that might apply for the high-poverty grants. A more practical approach would be to tie the definition of high poverty to city or county poverty rates.

30. Page 30 (line 25) Allowable activities for the high-poverty grants focus on job specialists. This activity should be an explicit permitted activity under section 212(g)(2) (page 25) because job specialists may be crucial to the success of a school-to-work program for **all** students. Should there be a broader list of permitted activities, perhaps referencing section 212(g)(2); or are these grants meant to work in tandem with grants to local partnerships?

31. Page 31 (line 5) Program grants in high poverty areas could be awarded in combination with funds appropriated for JTPA's Youth Fair Chance program. This program can serve youth and young adults ages 14-30. Would some Youth Fair Chance awards be made only for serving youth? Would the two different grants be coordinated? How? (Note: the requirements of the Youth Fair Chance program could be waived; see page 40, line 17.)

32. Page 31 (line 13) Funds for national programs would be authorized for experimental and demonstration projects. Why would national demonstrations still be needed? Who would receive grants for these projects?

33. Page 34 (line 10) Funds under section 505(c) (page 43) could be used for peer review of applications under title III, but title III makes no provisions for peer review of Federal partnership grants or high-poverty grants.

34. Page 35 (line 19)	To qualify for waivers of Federal requirements, States would have to agree to waive similar State laws. To provide for a case in which a State did not have a similar law, this could be changed to "similar requirements of State law, where applicable."
35. Page 36 (line 14)	The list of programs included for waiver does not correspond with the list of Federal education funding sources (section 212(b)(5) (page 20)) that States are to coordinate.
36. Page 39 (line 25)	JTPA's section 108 (limitation on certain costs) could be waived. Would any limitations be placed on the use of Federal funds for administration, supportive services, and training services of the school-to-work programs established under this bill?
37. Page 39 (line 24)	JTPA's section 141 (general program requirements) could be waived. This section includes several requirements pertaining to on-the-job training, e.g., limiting the payments made to employers to 50 percent of a participant's wages. Would any requirements be made regarding the use of Federal funds for on-the-job training for programs established under this bill?
38. Page 40 (line 1)	JTPA's section 142 (benefits) could be waived. This section addresses a number of issues related to the benefits JTPA participants may receive including, for example, whether allowances, earnings, and payments are considered income for the purpose of determining eligibility for other Federal programs. Would any provisions be made related to benefits students might receive under programs established by this bill?
39. Page 40 (lines 2 and 3)	The phrase "except that section 141(c) and section 141(q) shall not be waived" follows "and section 142 (benefits)" on line 16. This phrase should follow "section 141 (general program requirements)" on line 1.
40. Page 40 (line 3)	Requirements related to JTPA title IIB (Summer Youth Employment and Training Programs) could be waived. The bill does not say "except that section 264 (b) (eligibility) shall not be waived." A comparable phrase is included in the bill for JTPA's title IIC Youth Training Program. Is this omission intentional?

41. Page 40 (line 12) JTPA's section 263 (eligibility for services) under the title IIC Youth Training Program is not waived. This section includes a variety of provisions pertaining to eligibility including the requirements that 65 percent of the participants be "hard to serve" and that 50 percent be out of school youth. Will it be possible to determine the number of "hard to serve" youth and in-school youth served with JTPA funds in programs established under this bill?

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Isabel Carter Stewart
National Executive Director

October 28, 1993

Mr. Jon Weintraub
Subcommittee on Labor-Management Relations
House Education and Labor Committee
320 Cannon House Office Building
Washington, DC 20515

Dear Jon:

We are pleased to submit testimony for the record on H.R. 2884, School-to-Work Opportunities Act. Our testimony highlights the special needs of young women, the importance of addressing out-of-school and hard-to-reach young people, and the roles to be played by community-based youth organizations. The testimony presented by Wider Opportunities for Women on behalf of the Coalition for Women and Job Training (to which we belong) gave dismaying evidence of the lack of attention in current demonstration projects to preparing young women for high wage jobs.

The evidence is dismaying, but not surprising. Throughout job training and employment programs, young women have received less than equitable treatment. This underscores the importance of including explicit attention to the needs of young women so that H.R. 2884 provides equal opportunities for young women to prepare for jobs offering economic self-reliance.

Sincerely,

Mildred

Mildred Kiefer Wurf
Washington Representative

enclosure

Formerly
Girls Clubs of America

Statement of Girls Incorporated
The School-to-Work Opportunities Act of 1993

Girls Incorporated (formerly Girls Clubs of America) is a national youth organization that has been providing direct service to school-age girls in communities throughout our country for almost fifty years. The organization has long been concerned with the preparation of girls and young women for economic independence and viable employment. Girls Incorporated has taken a lead in developing and evaluating innovative programs. Our commitment to employment and training programs for girls and young women is emphasized by adoption of our policy statement on employment in 1983, revised by the Girls Incorporated National Council on April 25, 1992:

> Every girl growing up today must be employable to survive. Girls Incorporated is committed to achieving equal access to preparation for employment and to jobs; to equal pay for work of comparable value; and to equal opportunities for advancement. This equality should exist in law and in practice. In support of this policy, Girls Incorporated will continue to develop information, programs, and policies on employment issues for girls.

Today's girls grow up in an inequitable world where gender discrimination limits their opportunities, experiences and accomplishments. The School-to-Work Opportunities Act has the potential to improve the school-to-work transition for all young people. However, to make a difference in the lives of our nation's 22 million girls, it is crucial that their special needs be targeted.

At our National Resource Center we conduct research and collect information to develop the programs, resources, settings and principles that best enable girls to overcome discrimination and other barriers to gender equity. Based on this expertise and the expertise developed through our experience of direct service, programming and advocacy for girls, we are submitting this statement to bring several points to your attention.

Inclusion of informal education in initiatives and programs: In addition to the formal education system, a significant amount of education takes place in the community -- in Girls Incorporated centers, museums, settlement houses and other community-based settings. A study released by the Carnegie Council on Adolescent Development reported that between 60 and 80 percent of young adolescents participate in at least one non-school activity sponsored by public or nonprofit agencies. Furthermore, it stated that almost 40 percent of adolescents' waking hours are discretionary compared to the 30 percent they spend in school (Carnegie, 1992). Consequently, the informal education that takes place in non-school settings can provide a powerful tool for helping young people make the school-to-work transition. Indeed many such organizations have expertise developed over decades of providing employability training, job shadowing, etc. In addition, informal education settings are often the singular resource for young people who are not enrolled in school.

We strongly recommend the inclusion of community-based organizations for initiatives and funding under the School-to-Work Opportunities Act of 1993 so that young people will benefit from the expertise of youth organizations that have spent years developing their programs.

2. **Staff training and development**: The recent AAUW report, *How Schools Shortchange Girls*, brought the barriers girls face in school to national attention. The report demonstrated that girls do not receive the same quality or quantity of education as boys and that there is a significant difference in their educational outcomes. Without specific training and consistent monitoring, adults will continue to deliver messages that perpetuate sex stereotypes and inequities. We have found that many professionals need training to increase their awareness of gender inequities and to develop environments that are positive for girls. Further, Girls

Incorporated has developed the capacity to deliver training on gender equity issues and on providing a positive environment for girls whatever the setting. This expertise should be utilized in implementing the school-to-work program.

3. **Allocation of funds for sharing and replicating existing programs**: Girls Incorporated programs are based on research about what girls need and what is effective in meeting those needs. Our programs are having a national impact in schools, camps, museums and other community-based organizations.

a. **Operation SMART** is our program to encourage and involve more girls in Science, **Math And Relevant** Technology. Most jobs require a background in math and science, yet many girls drop out of these critical fields even before they reach their teens. Girls Incorporated has produced model programs and materials for girls 6-18 that enable Girls Incorporated centers, other agencies, science centers and schools to offer informal, hands-on science education programs. Operation SMART encourages girls to explore the world around them, to take things apart, to be critical and skeptical thinkers, to observe and estimate and above all to question. The program combines hands-on activities and career development with a conscious focus on equity, a commitment to sharing decision-making with girls and opportunities for girls to take action in their communities around science- and technology-related issues. This prepares girls for jobs out of the low-wage track of the traditional clerical and personal services fields.

b. **Preventing Adolescent Pregnancy** helps girls ages 9-18 clarify values with parents, learn assertiveness and resistance skills, develop aspirations for education and career and, for sexually active girls, learn about and obtain contraceptive technology. The results of our research on this program were reported in *Truth, Trust and Technology*. Rigorous evaluation demonstrated that consistent participants in programs for younger girls were half as likely to have sexual intercourse for the first time as nonparticipants; and participants in programs for older girls were less likely to become pregnant than nonparticipants.

There is evidence that early pregnancy is significantly related to school drop out among pregnant and parenting teens. Eighty percent of teen mothers drop out and only 56 percent ever graduate from high school. Giving girls the information and skills to avoid early pregnancy must be an important component of any program to increase girls' success in making a smooth school-to-work transition.

c. **Choices** is a curriculum and workbook series for young women and men ages 14-20. The program utilizes thought-provoking exercises to help young people determine both their goals and realistic plans for reaching them. Choices projects young people into the future to identify and develop the skills and attitudes that will be required for career and life satisfaction.

Girls Incorporated and our affiliates have been asked to provide these programs in schools and to train counselors and teachers in how to administer them. Such curriculum need not be reinvented. The legislation needs to appropriate funds for training staff to implement informal education programs, such as those offered by Girls Incorporated, that have demonstrated their positive impact on young people.

4. **Equity**: It is important that the School-to-work Opportunities Act go beyond the legally conceived notions of equity as equal opportunity. Elizabeth Fennema makes useful distinctions between equity of access, equity of treatment and equity of outcome. Equity of access means, at least, equal opportunity to participate in a program. Access is far more than not excluding girls and young women deliberately. Equity of treatment implies that girls receive at least the same level and quality of attention and resources as do boys -- it has been well documented that this is not the case in most classrooms and in other settings. Equity of treatment for girls, as a group that has been historically excluded, may include different or additional program components to compensate for the opportunities denied. Equity of outcome measures whether the gap between females and males in achievement, confidence, persistence and participation has been eliminated or significantly reduced. This concept should appear appropriately in the legislation.

5. **Inclusion of out-of-school youth**: The transition from school to work is a difficult time for all young people. However, it is particularly challenging for those that are not enrolled in school. Provision must be made to ensure that this group receives all services and that the organizations that work with them -- often community-based organizations -- be included in all initiatives and funding. We find little or no mention of this group of out-of-school youth in the legislation. This omission must be corrected.

6. **Support services**: Research studies have demonstrated the value of offering post-program support services for a period of time after job placement. This is a critical juncture in the

school-to-work transition. Staff can assist participants in dealing with questions, concerns or problems that arise at their job. This may also be helpful in determining components that are missing from the program. Youth employment organizations have developed an expertise in offering this type of support over the past two decades.

7. **Data collection**: We want to comment explicitly on the importance of including sex as a background characteristic in post-program research of participants. We established the Girls Incorporated National Resource Center in Indianapolis in 1981 in specific response to the startling lack of information about girls. Many organizations and agencies do not collect, analyze and report data by sex. We have raised this problem in many legislative contexts over the past two decades and wrestled with it as the nation's leading source of information about girls. Participant information needs to be collected, analyzed and cross-tabulated by sex, race, ethnicity, disability and socioeconomic status whenever feasible. This additional information is essential to monitoring progress in closing the gap in opportunities, treatment, experiences and outcomes for girls and women. More knowledge about the effectiveness of programs can lead to more efficient use of tax dollars.

Girls Incorporated applauds the Administration for recognizing the urgency of this important social issue and Congress for acting on it so swiftly. We submit these comments in support of the School-to-Work Opportunities Act of 1993 and in hope that our 20 years of experience in the youth employment field will help to shape the Act in such a way as to insure its success and benefit all young Americans.

SUGGESTED AMENDMENTS

TO

H.R. 2884

THE SCHOOL-TO-WORK OPPORTUNTIES ACT OF 1993

Submitted by:

Alternative Schools Network - Chicago
Association for Community Based Education
American Occupational Therapy Association
ASPIRA Association, Inc.
Center for Law and Education
Education Law Center, Inc.
Hispanic Association of Colleges and Universities
Jobs for Youth - New York
Mexican American Legal Defense and Education Fund
National Association for Bilingual Education
National Association of Protection and Advocacy Systems
National Coalition of Title I/Chapter 1 Parents
National Displaced Homemakers Network
National Puerto Rican Coalition
National Urban Coalition
United Cerebral Palsy Association
Wider Opportunities for Women
Women's Legal Defense Fund

(as of 10/29/93)

SUGGESTED AMENDMENTS

TO THE SCHOOL-TO-WORK OPPORTUNITIES BILL, H.R. 2884

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A. Both the school- and work-based learning components should provide strong experience in and understanding of all aspects of the industry students are preparing to enter.

One of the strengths of the School-to-Work Opportunities Act is that it recognizes the importance of broadening the scope of training beyond the traditional technical content of vocational and job training. The work-based learning component of programs must include "broad instruction in a variety of elements of an industry."

The concept of teaching all aspects of an industry is one of the centerpieces of the Perkins Act and was central, as well, in the *Career Pathways Act*. The Perkins Act defines general occupational skills as **"experience in and understanding of all aspects of the industry the student is preparing to enter, including planning, management, finances, technical and production skills, underlying principles of technology, labor and community issues, and health, safety, and environmental issues."** State assessments and local evaluations hinge on this criterion.

Where programs have moved in the last three years to teaching all aspects of the industry, we are seeing remarkable results, even in schools with many demands and few resources.

- Analyzing and solving the problems facing an industry and the enterprises within it vastly enhances vocational-academic integration, by giving teachers and students a rich platform for analysis, problem-solving, and utilizing skills in reading, writing, mathematics, science, and social studies.
- Teaching planning practices, labor issues, and all other aspects of the industry in a real-world context enables students to adjust to and take an active role in changes in industries and technology, thus lessening dependence on predictions of what jobs will be available and what skills they will entail.
- Providing strong experience in and understanding of all aspects of the industry prepares students for participation in high performance work organizations (HPWOs), where responsibility and decision-making are decentralized.

There are many ways for school- and work-based learning together to provide strong experience in and understanding of all aspects of an industry, while integrating strong academic instruction. Vocational agriculture programs are the longest-running example, having always taught all aspects of running a farm. Newer programs have demonstrated other approaches. The Rindge School of Technical Arts in Cambridge uses a community-development approach, in which students develop skills and knowledge of planning, management, etc. in the course of analyzing their community's needs and developing enterprises to meet those needs. Academies, such as Oakland Health Academy, which received a Department of Labor Youth Apprenticeship grant, are school-within-a-school programs that use a focus on a particular industry as a foundation for both vocational and academic learning.

These results will only be obtained, though, if (1) programs provide students with actual experience and understanding of all aspects of this industry, as opposed to "instruction", which can be passive and superficial; (2) programs encompass all aspects of the industry, not just a few of their choice -- even the narrowest vocational programs have provided instruction in technical skills and safety; (3) both the school-based component and the work-based component address all aspects of the industry; and (4) it is among the outcomes addressed, in certifying students' skills and assessing program success.

In contrast, however, the bill currently provides only for "instruction ... in a variety" of aspects, and that only in the work-based component. It is not addressed at all in the school-based component or in the student or school outcomes.

In order to integrate academic and vocational education and school- and work-based learning, both the school- and work-based components must include these criteria. It cannot be left to the work-based component alone, or otherwise the two will remain disconnected. In all the examples cited above, at the core is the revising of the school-based curriculum to integrate and enrich all academic subjects through active study of the industry. In addition, any single workplace will only provide one illustration of planning practices, principles of technology, etc., and this will depend on the size and structure of the workplace. It is up to the school-based component to help provide students with a larger context. It is this counterpoint that will enable students to transfer what they have learned in the one worksite to other settings.

Finally, the skill certificate has the potential to drive and shape the real curriculum, upon which students and teachers focus, particularly as we move further toward standards-based education reform. Similarly, the outcome measures used for aggregate evaluation of programs are designed to drive program changes. If "all aspects of the industry" are not included in the skills targeted as outcomes for students and programs, they are more likely to get ignored, with the danger that the skills will become overly narrow.

Recommendations

A.1. Page 7: Revise Sec. 4(1), the definition of 'all aspects', as follows:
  a. On line 1, substitute "'all aspects of an industry' includes" for "'elements of an industry' means".
  b. On line 3, delete "such elements as".

A.2. Page 10, line 15: Revise Sec. 4(13), the definition of 'skill certificate', by inserting after "certifies": "that a student has attained strong experience and understanding of all aspects of the industry the student is preparing to enter, and".

A.3. Page 8, line 15: Revise Sec.4(4), career major definition, by inserting after "skill certificate": "that certifies that a student has attained strong experience and understanding of all aspects of the industry the student is preparing to enter".

A.4. Page 13, lines 1-2: Revise Sec. 102(5), pertaining to the work-based learning component, by replacing the current text with: "strong experience in and understanding of all aspects of the industry the student is preparing to enter."

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A.5. Page 13, after line 21: Revise Sec. 103, on the school-based learning component, by inserting a new subsection as follows:
"(5) "strong experience in and understanding of all aspects of the industry the student is preparing to enter."

A.6. Page 14, line 9: Revise Sec. 104(3), local technical assistance, by inserting before the semicolon: "including on providing students with strong experience in and understanding of all aspects of the industry they are preparing to enter."

A.7. Page 18, line 8, Revise Sec. 202(c)(7), concerning State skill certificates, by inserting after "certificate": "that certifies that students have attained strong experience and understanding of all aspects of the industry they are preparing to enter and".

A.8. Page 25, line 10: Revise Sec. 212(g)(1)(B), program goals, by inserting at the end: "that result in high academic standards and strong experience in and understanding of all aspects of the industry."

A.9. Page 32, after line 21: Revise Sec. 402(a)(4) by adding another criteria for performance standards:
"(E) student attainment of strong experience in and understanding of all aspects of the industry he or she is preparing to enter."

B. Provide for a range of work-based learning experiences, including school-sponsored enterprises and community-development projects.

Few employers are willing and able to provide students with a work-based learning experience that integrates high-level academic and occupational instruction. Most employers spend very little on training their own permanent workers (outside of management), let alone youth with whom they have less of a connection. Moreover, America's Choice showed that the vast majority of workplaces are still organized around old forms of work organization, where workers perform rote tasks over and over. Until reorganized, these workplaces are not able to offer integrated, high-level work-based learning experiences. As a result, high quality school-to-work programs in private workplaces outside the school will be limited in the near term.

As in S. 456, the legislation should recognize and include school-sponsored work experiences, such as school-sponsored enterprises and community development projects and school-operated community service internships, as well as joint initiatives involving schools and community-based organizations -- so long as these otherwise meet all the quality criteria. These alternative worksites can provide students with both high-skills learning environments and strong motivation to continue their education and prepare for employment. Flower High School in Chicago, which has structured each of its industry clusters around a school-based enterprise, provides just one illustration of the feasibility of this approach and its appeal to students and community members.

In order to allow these strategies, the definition of 'employer' needs to be broad. Paid work experience cannot be an absolute requirement when the work-based learning takes place within the school -- especially since Sec.504(6) prohibits the use of School-to-Work funds for student wages. In addition, school- and community-sponsored work settings need to be just as much a focus of technical assistance as private workplaces.

Recommendations

B.1. Page 5, line 21: Revise Sec. 3(a)(6), describing the Act's purposes, by inserting "school-sponsored enterprises, and community-development and service projects" after "youth apprenticeship,".
Typographical Error: 'career academigs' in this section presumably should be 'career academies'.

B.2. Page 8, line 18: Revise Sec. 4(5), defining 'employer', by inserting at the end: "for-profit organizations, nonprofit organizations, community-based organizations, schools, and school-sponsored, student-run firms operating a school-based enterprise or community development project".

B.3. Page 12, line 16: Revise Sec. 102 by inserting after "program": "can be based in a private firm, a public agency, a community-based organization, or a school, including a school-sponsored enterprise or a community service program, and."

B.4. Page 12, line 22: Revise Sec. 102(2) to limit the requirement of payment for work experience, by replacing the current text with: "work experience, which is paid when provided by a public agency or for-profit employer outside the school."

B.5. Page 23, after line 20: Revise Sec. 212(e), on state implementation activities, by adding a new subsection after subsection (1):

"(1a) assistance to partnerships on designing and implementing school-based enterprises, community development projects, and other school- and community-sponsored settings for work-based learning."

B.6. Page 34, after line 10: Revise Sec. 403(b), on federal technical assistance, by adding a new subsection:

"(4) assistance to States and partnerships on designing and implementing school-based enterprises, community development projects, and other school- and community-sponsored settings for work-based learning."

C. School-to-work programs should be linked to schoolwide restructuring, so that all students benefit from experiential learning opportunities.

The development of a school-to-work system holds out an exceptional opportunity for improving pedagogy. Experiential learning holds enormous benefits for all students. The characteristics of experiential learning programs -- hands-on learning, students' demonstration of skills through a project, mentoring and coaching relationships, and increased student self-esteem and motivation -- are all at the heart of what we now know, from educational research, is good academic instruction for all students.

A school can spread these benefits to all of its students by offering a continuum of experiential learning programs for all students. All students would spend part of their day or week in an experiential setting. For some students, this experience may be in an off-site private work place. For others it may be in school-sponsored work sites, such as school-based enterprises, or in community-based programs. For still others, it may be a different type of research or design project. This creates exciting opportunities for students in different experiential placements to learn from each other the different ways that their academic learning can be applied, and the different roles they can have in the world.

Such a continuum could also help surmount one of the greatest challenges to school-to-work programs: avoiding increased tracking. Workplace learning programs at the high school level risk segregating the participating students from those in the "pure academic" or other tracks. On a very practical level, students taking part in work-based components are likely to spend part of the school day or week outside of classes, in a workplace. The scheduling necessary to allow this often further separates students (and teachers) in work-based learning programs from those in other programs. This is one of the problems with which vocational education programs have been struggling, as they try to integrate vocational and academic education and reduce tracking and its social repercussions.

The Act should take this opportunity to place school-to-work programs in a leading role in school reform, by requiring that all funded programs be the work-related part of a schoolwide strategy, or by placing priority on funding local programs that include a schoolwide strategy.

Recommendation

C.1. Page 13, after line 21: Revise Sec. 103, on the school-based learning component, by adding a new subsection:

"(5) implementation of the school-to-work opportunities program as one component of a schoolwide restructuring effort designed so that every student in the school participates in one of a continuum of project-oriented, experiential learning programs, each of which integrates theory and academic knowledge with hands-on skills and applications. The continuum can include a mix of work-based learning experiences (including off-site private work places, school-sponsored work sites, and community-based work sites) and other types of service, research or design projects."

D. Program participants should gain strong academic competencies and credentials that give them the option of enrolling and succeeding in four-year postsecondary institutions upon graduation from high school.

Within many schools, vocational education has long been seen as a second-class track within schools. This is in part because too many vocational students have graduated with poor academic skills,[1] and thus few options for pursuing further education -- and the careers that require further education.

School-to-work programs can only break away from this model if they provide students with strong academic skills in the full range of subjects, and if they provide participants with the credentials and competencies needed to enroll in four-year institutions upon graduation from high school. This initiative has raised many fears that the school-to-work system will create new forms of tracking. Both state and local administrators have noted that parents are reluctant to put their children in school-to-work programs because those programs are seen as cutting off college options. In order for students to retain options, and for programs to get participation, academic preparation must be equivalent to that obtained by other students, and must be sufficient for college entrance upon high school graduation.

Reliance upon Goals 2000 standards is not sufficient, because some states -- and many localities -- may not participate in that system. Even in those that do, there will be a significant gap in time before standards are developed.

Achieving these standards necessitates academic-vocational integration, which the Act recognizes in the definition of career major. For integration to be real, though, it has to be a characteristic of both the work- and school-based learning components and a focus of connecting activities.

Recommendations

D.1. Page 6, line 7: Revise Sec. 3(a)(8), purposes, by inserting after "good jobs": "and continuing their educations in postsecondary institutions."

D.2. Page 9, line 21: Revise Section 4(9), definition of 'postsecondary institution', by inserting after "community college": "a four-year college or university".

D.3. Page 12, line 8: Revise Sec. 101(1), general program requirements, by inserting at the end: "and integrate vocational and academic learning in both settings".

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[1] The National Education Goals Report (1992) showed vocational students making substantially less progress in reading, science, and mathematics than even their counterparts in the "general" track, not to mention much less than those in the academic track. This was true regardless of whether the students started out as high-achievers, middle-achievers, and low-achievers. (Pages 86-91). Of course, these are averages, and there are lots of particular vocational programs that use their hands-on opportunities to boost academic achievement -- but the characteristics for doing so are precisely what our amendments are designed to capture (including the amendments on all aspects of the industry).

D.4. Page 12, after line 13: Revise Sec. 101, general program requirements, by adding:

"(3a) provide each student with basic and advanced academic skills in the full range of subjects, including math, reading, writing, science, and social studies, at levels no lower than those expected of all students, and sufficient for entrance and success in four-year postsecondary education upon graduation from high school."

D.5. Page 13, line 16: Revise Sec. 103(3), on academic standards, by inserting after "Educate America Act": ", or in the absence of such standards, to meet standards that include basic and advanced academic skills in the full range of subjects, including math, reading, writing, science, and social studies, at levels no lower than those expected of all students, and sufficient for entrance and success in four-year postsecondary education upon graduation from high school."

D.6. Page 14, after line 20: Revise Sec. 104 to include in connecting activities:

"(7) providing technical assistance to work-based and school-based staff on integrating vocational and academic education."

D.7. Page 32, line 11: Revise Sec. 402(a)(4)(A), on academic learning gains, by inserting at the end: ", including basic and advanced academic skills in the full range of subjects, including math, reading, writing, science, and social studies, at levels no lower than those expected of all students, and sufficient for entrance and success in four-year postsecondary education upon graduation from high school."

D.8. Page 22, after line 8: Revise Sec. 212(b), on State plans, by inserting a new paragraph:

"(10a) Describe how the State will ensure that students are provided, to the greatest extent possible, with flexibility to develop new career goals over time and change career majors without loss of credit or time or other penalties;".

E. Focus on work placements in high-performance work organizations

"Because most American employers organize work in a way that does not require high skills, they report no shortage of people who have such skills and foresee no such shortage." [America's Choice, Page 3.] In a low-skill work place organized around routinized jobs, the task of providing a high-quality work-based placement for students which meets the requirements of Sec. 102 is rather daunting.

The task becomes much easier in a high-performance work place where more authority and responsibility are devolved to workers, jobs are broader and less fragmented, etc. (See last year's S. 1790 for a definition.) Thus, these work places should be the primary target for work-based placements. If other, low-skill sites are to be used at all, great care and oversight must be maintained -- it must be structured with rotations and careful attention to ensure students strong experience in and understanding of all aspects of the industry.

Recommendation

E.1. Page 8, after line 21: Insert a definition of "high-performance work organization." We suggest the definition from last year's S. 1790:

> "(6)(a) -- The term 'high performance work organization' means a workplace that is organized in accordance with the following principles:
> (A) the decentralization of authority and responsibility, with more authority provided directly to workers to use judgment and make decisions;
> (B) integration of work into whole jobs rather than discrete tasks;
> (C) the availability of extensive channels of communication flowing up, down, or across the organization and among workers;
> (D) the achievement of higher ratios of direct to indirect labor;
> (E) the design of the work environment to facilitate interaction among workers; and
> (F) the integration of work with formal and informal education programs to expand the cognitive capacities and work skills of workers."

E.2. After "employers" or "business", insert "(particularly those from high-performance work organizations)", in provisions for enlisting business in planning and developing the State program, including:

a. Sec. 202(b)(3), page 16, line 13;
b. Sec. 202(c)(2), page 17, line 15;
c. Sec. 202(c)(4), page 17, line 23;
d. Sec. 212(b)(4), page 20, line 10.

E.3. Page 22, after line 2: Revise Sec 212(b) by inserting a new paragraph:

> "(9)(a) describe how the State will ensure that, to the greatest extent practicable, work-based placements are in high-performance work organizations and how the State will ensure that any other placements will be carefully designed and monitored to provide a high quality experience that meets the requirements of section 102;".

E.4. Page 23, line 20: Revise Sec. 212(e)(1), state recruitment of employers, by inserting after "employers": ", particularly high performance work organizations,".

E.5. Page 25, line 22: Revise Sec. 212(g)(2)(A), local recruitment of employers, by inserting after "employers": ", particularly high performance work organizations,".

F. Programs should be for all students and should provide the additional protections and assistance that some students need to participate and succeed, including in non-traditional careers.

High school doesn't work for many students. Integrating more employment-related learning and providing an experiential setting for learning will not, alone, be enough to help most students. In order to create a universal system of school-to-work opportunities, programs must have an affirmative obligation to address the needs of all youth. This obligation will require special efforts to meet the needs of youth who have traditionally been underserved in high quality programs.

(1) Programs must meet the needs of out-of-school youth.

In urban areas, 35-55% of students drop out of school. At a minimum, the Act should require that schools reach out to these former students, and that the community-based organizations that currently serve these youth be included in partnerships, as well as students and parents. As in Goals 2000, the definition of 'all students' should include students who have dropped out of school. Further, the structure of the partnerships, the flow of funds, and the state level planning process need to be examined to avoid writing off this large population of youth.

Recommendations

F.1. page 7, line 13: Revise Sec. 4(2), definition of 'all youth', by inserting after "proficiency": "students who have dropped out of school".

F.2. Page 9, line 12: Revise Sec. 4(8), definition of 'partnership', by inserting after "agencies,": "students, parents, community-based organizations serving youth".

F.3. Page 12, after line 13: Revise Sec. 101, program requirements, to include: "(3b) provide information and outreach services to out-of-school youth."

(2) Programs must provide all students with equal access and services needed to participate and succeed at the high levels called for by this Act

Long experience has proven that unless provision of equal access and needed services is required, the students who most need school-to-work transition programs will be effectively excluded from high quality programs, either through exclusionary enrollment criteria, by discrimination, or by absence of needed services. [Because of that experience, we have, where indicated, adapted provisions already carefully developed by Congress in the Perkins Act to address those problems.]

Concerning students with disabilities, it is important that we start with an assumption of the same high expectations held for all students. Too often, it is assumed that students with disabilities are not capable, with supports and adaptations, of mastering the standards expected for other students, and this assumption is often implicitly reflected in the students' individualized education plans (IEPs). When this is assumed, rather than proven through valid procedures, it constitutes discrimination under Sec. 504 of the Rehabilitation Act. Thus, we propose below [proposed (3g)], that the IEPs of disabled students reflect these same high expectations, and be a plan to reach them, in the absence of such valid determinations. Similarly, then, there should be an expectation that all but a very limited number of students with the most severe cognitive disabilities are/will be able, with necessary support services, in obtaining a high school diploma. To the extent that they do not, they may receive whatever certificates schools do issue, but we should not be setting up a separate system based on limited expectations of disabled students.[2]

Recommendations

F.4. Page 7, line 8. In Sec. 4(2), revise the definition of "all students to make clear that it means all, not just a representative sample from the various enumerated groups, by inserting "all" before the second reference to "students".

F.5. Page 8, after line 17: Revise Sec. 4 by inserting the following definition of "counseling," which builds on the *Career Pathways Act* definition:

"(4a) the term 'counseling' means one-on-one discussions between counselors and students that help students resolve personal, academic, or employment-related problems and that aid students in developing career options with attention to surmounting gender, disability, race, or socioeconomic impediments to career options."

F.6. Page 10, after line 25: Revise Sec. 4 by inserting the following definition:

"(14a) the term "supplementary and support services" shall include but not be limited to child care, transportation, curriculum modifications, equipment modifications, classroom modifications, supportive personnel, and instructional aids and devices. [from Perkins]

F.7. Page 12, after line 13: Revise Sec. 101, general program requirements, by adding: [(c)-(f) are from Perkins]

"(3c) providing all students with equal access to the full range of programs (including both school- and work-based learning components) and related activities and to recruitment, enrollment, and placement activities.

"(3d) assuring that students will not be discriminated against on the basis of gender, race, ethnicity, disability, Limited English Proficiency, economic disadvantage, educational disadvantage.

"(3e) assure that the program will not impose qualifications or prerequisites for the program as a whole or any component or activity unless they are validated as essential for participation in the program, and they cannot be met with the concurrent provision of services.

"(3f) provide all students with the assistance they need (including the full range of supplementary and support services and modifications) to succeed in programs, including all components and activities, in the most integrated setting possible.

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[2] With this understanding, we support the other recommendations of the Coalition of Citizens with Disabilities and those of The Association for Persons with Severe Handicaps (TASH).

"(3g) institute procedures to ensure that the individualized education program of each student with disabilities under section 614(a)(5) of the Individuals with Disabilities in Education Act is effectively designed to provide the special education and related services the student needs for mastery of the same academic and occupational standards applicable to other students, unless it is clearly demonstrated, on the basis of valid procedures utilized by qualified persons knowledgeable of the child's particular disability and specialized instruction, related services, and adaptive technology, that, with such supplemental services and reasonable accommodation, the student cannot be expected to master fully those standards, in which case the individualized education program will be designed to help the student master those standards to the maximum extent that the student is able;"

"(3h) comply with federal civil rights laws relevant to both the educational and the employment settings."

F.8. Page 13: Revise the counseling provisions of Sec. 103, school-based learning component, as follows:

a. Lines 6-9: Replace subsection (1) with: "in middle school or as early as possible, confidential career guidance, exploration, and counseling in order to help all students explore multiple career options and the educational preparation necessary to pursue those options, including assuring that all students will receive exposure to high-skill, high-wage careers not traditional for their gender, race or ethnicity; and in tenth grade, confidential counseling and guidance in preparation for selecting a career major;".

b. Page 13, lines 18-21: Revise subsection (4) as follows:

"(4) ~~regularly scheduled~~ quarterly evaluations to identify academic strengths and weaknesses of ~~students~~ each student and the need for additional learning opportunities to master ~~core~~ the full range of basic and advanced academic skills;"

c. Page 13, after line 21: Add the following at the end of Sec. 103:

"(5) quarterly counseling sessions to help each student determine possible changes in interest or goals, to assist the student to switch or modify career majors, and to arrange any needed services."

F.9. Page 25, line 8: Revise Sec. 212(g)(1)(A), application requirements for partnership grants, by inserting at the end: "and assures that each requirement will be met."

(3) The Act should include explicit rights and safeguards for applicants and participants

The safeguards section is vitally important and should be expanded to include these explicit rights of program applicants and participants. Additional safeguards, an appeals procedure, and client information and resource centers will empower consumers at the local level, thus avoiding overreliance on top-down models of agency oversight and enforcement. The appeals and enforcement procedure suggested is the one recommended by the National Commission on Chapter 1.

Recommendations

F.10. Page 22, after line 17: Revise Sec. 212(b), state plan, by adding:

"(14) assure and describe how the State will establish an administrative process for the adjudication of complaints by parents, students, teachers, and other school staff, or their representatives for the failure of a local partnership to comply with the requirements of this Act, including independent decision-makers whose sole responsibility is administrative adjudication, effective notice of the availability of and technical assistance in using this process, and timelines which ensure expeditious decisions."

F.11. Page 43, after line 10: Revise Sec. 504, specifying safeguards, by adding:

"(8) All youth who apply for or participate in these programs and their parents shall be fully informed, in an understandable language and form, of:

"(A) their right to a program which conforms to the requirements of Titles I and II, including a description of those requirements and assurances made to meet them;

"(B) individual rights of appeal or complaint, under sections 212(b)(14) of this Act and 42 U.S.C. section 1983;

"(C) opportunities for participation in program governance; and

"(D) sources of free or low-cost legal assistance in seeking corrections of such violations.

"(9) The rights granted and obligations set forth with respect to State agencies and local partnerships in this Act may be enforced by civil actions in appropriate United States district courts without regard to the amount in controversy and in appropriate state and local courts of general jurisdiction.

"(A) Exhaustion of available administrative remedies is not a prerequisite to the filing of an action under this subsection.

"(B) Upon application by the plaintiff and in such circumstances as the court may deem just, a court of the United States in which a civil action under this section has been brought may appoint an attorney for the plaintiff and may authorize the commencement of a civil action upon proper showing without the payment of fees, costs, or security. A court of a State or subdivision thereof may do likewise to the extent not inconsistent with the law or procedures of the State or subdivision.

"(C) The court may grant relief, as it deems appropriate, any permanent or temporary injunction, temporary restraining order, or other order, together with court costs, including expert witness fees and reasonable attorney fees in the case of a prevailing plaintiff.

F.12. Page 34, after line 10: Revise Title IV, National Programs, to include:

"Sec. 404. Client information and resource centers.

"The Secretaries shall establish, through federal grants, client information and resource centers, with at least one in each state,[3] which –

"(1) provide information, training, and assistance to students, out-of-school-youth, and parents on–

"(A) the range of school-to-work opportunities, programs, services, and resources available to students and out-of-school youth;

"(B) how to avail themselves of the benefits of the programs; and

"(C) how programs and services are governed and how learners and parents can help make the programs work;

"(2) are governed by a board with majority parent representation, and

"(3) are modeled on the Parent Information and Resource Centers under the Individuals with Disabilities in Education Act [20 U.S.C. § ________]."

F.13. Page 22, after line 17: Revise Sec. 212(b), contents of the state plan, by inserting the following subsection:

"(14) describe how the state will provide a substantial role for the Client Information and Resource Center under Sec. 404 of this Act in the state-level planning and decisions called for the Act."

F.14. Page 13, after line 2: Revise Sec. 102, the work-based learning component, by adding a key component from the *Career Pathways Act*:

"(6) a formal training agreement between the school, teacher, student, employer, parents or guardian, and participating employees or a union or employee representative, outlining respective roles and responsibilities of each party and detailing the work-site training plan for the student."

(4) Disaggregated data should be used to determine how well programs are serving different populations of students and to conduct local evaluation and improvement.

The Act includes a much-needed evaluation component on the national level. In order to ascertain the extent to which programs are truly universal, the evaluation must monitor and assess data to determine how effectively programs serve male and female individuals, individuals from each major race/national origin group, individuals with disabilities, and disadvantaged individuals. This evaluation will be impossible unless programs collect disaggregated data on student progress. Such data has been notably missing in vocational and job training programs and has hampered both national evaluations and local program improvement efforts.

Disaggregated data should also be used for stakeholders to conduct local program evaluations and to design program improvement plans. The Perkins Act currently requires such evaluations and improvement processes. If students, parents, and staff analyze disaggregated outcome data at the local level, they can identify where improvements are needed and make them.

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[3] Initial cost would be approximately $12 - 15 million/year.

Recommendations

F.15. Page 14, after lines 14-17: Revise Sec. 104(5), data collection, by replacing the text with:

"(5)(a) Each partnership receiving a grant under this section shall collect data on progress in achieving program elements, including data on student achievement of (i) strong knowledge of and experience in all aspects of the industry they are preparing to enter and (ii) basic and advanced competencies and knowledge in math, science, reading, writing, and social studies, using standards and measures developed under Sec. 402, where available. For each career major, this data shall be disaggregated by gender, by each major race/national origin group, and for individuals with disabilities, individuals with limited English proficiency, economically disadvantaged individuals, and educationally disadvantaged individuals. It shall include data on young women and girls of color.

"(b) Each partnership receiving a grant under this section shall use above data to conduct annual local evaluations, with the participation of teachers and parents and students representing all groups included in the definition of 'all students'. With this same participation, the partnership shall:

(i) identify, and adopt strategies to overcome, any barriers which are resulting in lower rates of participation or success in school-to-work programs for individuals who are members of special populations; and

(ii) develop and adopt strategies to improve the quality of the program."

F.16. Page 18, line 17: Revise Sec. 202(c)(10), state development activities, by inserting after "dropouts": "by gender, race, ethnicity, economic status, and disability, in a manner that examines the occupations and postsecondary programs each population is in, and the experiences of women of color."

F.17. Page 33, line 2: Revise Sec. 402(b), national evaluation, by inserting at the end: ", including their effectiveness in serving males and females, individuals of different races/national origin groups, individuals with disabilities, economically disadvantaged individuals, and educationally disadvantaged individuals".

(5) Programs need to provide counseling and training for students to enter non-traditional careers, together with technical assistance for school staff.

Our history of racial segregation, of rigid gender roles, and of discrimination against individuals with disabilities still has an all-to-evident impact on the career "choices" of minorities, girls, and individuals with disabilities. A recent study by Wider Opportunities for Women found gender tracking patterns to be alive and well in School-to-Work demonstrations sites funded by the Department of Labor. Six of fourteen sites have no or very few female participants, and the majority of the girls are in allied health, clerical, and other traditionally female, lower-wage tracks.

Exemplary programs have demonstrated successful strategies for taking down the barriers to non-traditional career choices. For example, counseling for girls on non-traditional careers and staff/worker training on eliminating sexual harassment dramatically increases the proportion of girls entering traditionally male, higher-paying fields. Yet, this counseling and training rarely occur unless specifically required. As a result, girls have lower participation and success rates in male-dominated, higher-paying fields.

This is a particular problem for young women and girls of color, who are often stigmatized by both race- and gender-related stereotypes and have even less success in obtaining higher-paying jobs that traditionally have been dominated by males. Male students of color are similarly stigmatized and, as a result, have limited access to higher-paying occupations. Thus, it is critical that programs include effective counseling for students, that staff receive technical assistance on these responsibilities, and that state sex equity coordinators be included in state planning..

Recommendations

Note: See also the recommendation for Sec. 103(1) above.

F.18. Page 6, after line 8: Revise Sec. 3, purposes, by adding the following subsection, and renumbering (9) as (10):
"(9) decrease occupational segregation by enabling individuals to prepare for careers not traditional for their gender or race."

F.19. Page 7: Revise Sec. 4(2), the definition of all students, as follows:
a. On line 8: insert after "means": "male and female"
b. One line 13: delete "and"
c. On line 14: insert at the end: "and students seeking to enter fields not traditional for their gender."

F.20. Page 8, after line 25: Revise Sec. 4 by adding the following definition:
"the term 'non-traditional occupation' means an occupation in which less than 25% of the workforce is of the population in question.'

F.21. page 14, after line 20: Revise Sec. 104, connecting activities, by inserting:
"(7) procedures to avoid stereotyping and to ensure that students are not being disproportionately channelled into lower academic and career goals."

F.22. Page 14, line 9: Revise Sec. 104(3), within connecting activities, by inserting at the end: "including on counseling and training women, minorities, and individuals with disabilities for high-skill, high-wage careers in non-traditional fields, and on eliminating sexual and racial harassment in the classroom and the workplace."

F.23. Page 18, after line 4: Revise Sec. 202(c), state development activities, by inserting the following subsection:

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"(5a) developing training programs for teachers, counselors, mentors, and others on counseling and training women, minorities, and individuals with disabilities for high-skill, high-wage careers in non-traditional fields, and on eliminating sexual and racial harassment in the classroom and the workplace."

F.24. a. Page 16, line 6: Sec. 202(b)(2), insert "the state sex equity coordinator" after "postsecondary education".
b. Page 20, line 5: Sec. 212(b)(3), insert "the state sex equity coordinator" after "postsecondary education".
c. Page 33, line 9: Sec. 403(a), insert "state sex equity coordinators" after "States.

F.25. Page 21: Revise Sec. 212(b)(8), state plan provisions, as follows:
a. On line 18: Insert after "women": "ethnic minority students, low achieving students, low-income students, students with disabilities, limited English proficient students, and out-of-school youth".
b. On line 21: Substitute "they" for "women".
Delete Sec. 212(9), which is thus included in the stronger provisions of Sec. 212(8).

F.26. Page 33, line 23: Revise Sec. 403(b)(1)(B), on federal technical assistance, by inserting at the end: "particularly those individuals traditionally overrepresented in low-wage, low-skill training, including women, minorities, disadvantaged youth, individuals with limited English proficiency, and individuals with disabilities."

G. The Act Should Avoid a Counterproductive, Dangerous Approach to Waiver of Federal Requirements

The Act provides for blanket waiver authority from the requirements of major portions of federal law, including Chapter 1 and the Perkins Act. Congress has imposed only those requirements that it has found necessary to carry out its intent. If there are problems with any of those requirements, the process for change should be review of additional legislative action by Congress, rather than having an administrative action override the will of Congress. (Similarly, the process for revising duly promulgated regulations should be followed in the case of problems with those regulations.) Congress is fully capable of writing in precisely the degree of flexibility it wants.

A look at both Chapter 1 and vocational education illuminates the flaws in the waiver approach. In the case of the Perkins Act, Congress in 1990 instituted major reforms. What provisions of the new law need to be waived? Under the proposed language, State or local agencies could seek waivers, for example, of important requirements to integrate academic and vocational education, to evaluate how well programs are providing students with all aspects of the industry, or to provide special populations with equal access and needed supplementary services.

The problems are even more egregious in permitting waiver of Chapter 1 or indeed any parts of ESEA. Congress is about to rewrite Chapter 1 and the rest of ESEA. It will craft a new structure and new requirements, presumably in order to further goals very similar to those in this Act. By enacting this waiver authority now, we would be asking Congress to permit waiver in advance of the very requirements it will later determine are critical to carrying out the aims of the new Act.

The rationale for this dangerous approach is seriously flawed. Most of the provisions which programs point to as obstructing progress are found, upon examination, to be state requirements, not federal. Some of the most commonly noted barriers are state provisions that vocational education students must spend half the day, or another amount of time, in vocational education. This restricts efforts at integration and flexible scheduling.

There are other problems with the waiver provision, which only add to the problem. First, in Sec. 502(a)(1)(A) and 503(a)(1)(A), the only standard is a finding that the requirement impedes the State or local ability to carry out an improvement plan. The purposes served by the requirement are not even taken into account.

Second, the process for granting the waiver is flawed. While there is opportunity for LEA comment on State waiver requests (but only if it is a State-wide waiver), there is no opportunity for parents, students, their representatives, advocacy and civil rights organizations to be informed of the proposed waiver and to comment and have their views taken into account.

Third, there are no exemptions for provisions relating to access, non-discrimination, and supplemental services by students from various groups, or relating to student or worker rights and information about those rights, or for provisions that relate to the overriding purposes of the federal legislation at issue.

Fourth, some of the provisions which could be waived were enacted for the express purpose of enabling coordination. Sec. 142(b) of JTPA, for instance, exempts payment of work experience from welfare benefit determinations, in order to allow low-income individuals to participate in paid work-based learning. Waiving this provision would exclude low-income students from participating in programs.

While the whole waiver section is seriously flawed as written, if it is retained, the amendments below are needed to minimize the harm.

Recommendations

G.1.a. Page 34-38. Strike "statutory and", "statutory or", "laws or" from:

Sec. 501 [title]
Sec. 501(a)
Sec. 501(c)
Sec. 502 [title]
Sec. 502(c)
Sec. 503 [title]

b. Page 34, line 22. In Sec. 501(b), change "laws" to "regulations".

c. Page 35, line 12. In Sec. 502(a)(1), insert "a regulation under" before "any statute" and delete "or of the regulations issued under such statute".

G.2. Page 35, line 18. In Sec. 502(a)(1)(A). Before the semi-colon, insert: ", and that the underlying purpose of the requirement being waived will continue to be met".

G.3. Page 36, after line 5. In Sec. 502(a)(1), insert new paragraphs:

"(D) The educational agency seeking the waiver shall provide to the Secretary documentation of the necessity for the waiver, including--
(i) the specific requirement that will be waived;
(ii) the specific positive outcomes expected from the waiver;
(iii) specific evidence documenting why those outcomes cannot be achieved while complying with the requirement, including any steps which the educational agency has taken to do so, and the results of that effort;
(iv) the numbers and types of students to be impacted by the waiver;
(v) if the waiver is granted, how the educational agency will continue to effectuate the underlying purpose of the requirement;
(vi) the process which will be used to monitor, on a quarterly basis, the progress in implementing the waiver;
(vii) such other information as the Secretary may require.

G.4. Page 36, after line 5. In Sec. 502(a), insert the following new paragraph (and renumber):
"(2) Prior to granting any waiver, the Secretary shall--
(A) ensure that students, parents, advocacy and civil rights groups, (and the Client Information and Training Center under Sec. _____) have been provided with full, timely, and comprehensible notice of the proposed waiver, and an adequate opportunity to submit written and oral comments, with particular attention to ensuring that those students and parents who are economically disadvantaged, limited-English-proficient, or have disabilities are afforded a full opportunity to participate;
(B) review such comments."

G.5. Page 36, after line 13. In Sec. 502(a), add a new paragraph:

"(4) The Secretary's decision shall--
(A) include the reasons for granting or denying the waiver, including a response to any comments;
(B) be published in the Federal Register; and
(C) be disseminated by the educational agency seeking the waiver to interested parties, including educators, parents, students, advocacy and civil rights organizations, other interested parties, and the public."

G.6. Page 36-37, lines 16-18 and 7-8. In Sec. 502(b), strike paragraphs (1) and (6).

G.7. Page 37. Sec. 502(c). Replace lines 10-12 with the following:
"Education may not grant any waiver:

(1) which would be inconsistent with the provisions of the applicable Act;

(2) which would result in material impairment of any statutory or regulatory rights or benefits of any students; or

(3) of any requirement of the programs listed in subsection (b) relating to--"

Then, on page 37-38, lines 13-23 and 1-5, change (1) through (9) to (A) through (I).

G.8. Page 38 after line 5, In Sec. 502(c), insert a new paragraph:

"(10) access, non-discrimination, and services to meet special needs of students, including students who are economically or educationally disadvantaged, are limited-English-proficient, have disabilities, are members of racial or ethnic minorities, and males and females.

G.9. Page 38, after line 15. In Sec. 502, add a paragraph limiting the number of States and localities which may receive waivers. [Various waiver bills proposed in both Houses by both parties in the last two years have set various numerical limits.]

G.10. Page 38, after line 15. In Sec. 502, add a paragraph providing for independent evaluation of the impact of this section, including a focus on both whether the waivers produced the desired positive outcomes and whether there were negative consequences for any students resulting from the waiver of requirements.

G.11. **Make changes in Sec. 503, for DoL programs, parallel to those in G.1.-10. above. In addition:**

G.12. Page 38, line 7, and page 41, line 10: Revise Sec. 502(d) and Sec. 503(d) by substituting "annually" for "periodically".

G.13. Pages 40, lines 1-2: Revise Sec. 503(b)(1), included labor programs, by deleting "and section 142 (benefits)"

G.14. Page 40, lines 3: Revise Sec. 503(b)(1) by inserting after "141(c)": "section 141(a), section 141(d)(2)".

G.15. Page 40, line 6: Revise Sec. 503(b)(2) by inserting before the semicolon: "except that section 123(c)(3) shall not be waived."

G.16. Page 41, after line 8: Revise Sec. 503(c) by adding a new subsection:
"(7) non-traditional training and placement for females."

H. Participatory Governance

As local school-based management reforms demonstrate, both clients and providers benefit from participatory governance. From the client perspective, student, parent, and community involvement in decision-making increases accountability and the responsiveness of programs to client needs. From the provider perspective, staff benefit from parents' knowledge of their children, from client knowledge of the community, and from the increased student engagement that comes with having a role in decision-making -- as well as from increased community support in the tax and budget battle. The bottom line, though, is that students, their families, and their communities, have a right to participate in the decisions that will determine their career opportunities, not to mention how their tax dollars are spent.

The Act contains important provisions for "active and continued" student and parent involvement at the state level. These provisions should be strengthened so that states cannot choose to exclude these stakeholders. In addition, more specific requirements for involvement in local governance and federal standards-setting are necessary complements to those provisions.

Recommendations

H.1. Page 9, line 5: Revise Sec. 4(8), definition of 'partnership', by inserting after "agencies,": "students, parents, community-based organizations serving youth".

H.2. Page 12, after line 13: Revise Sec. 101, program requirements, by adding the following subsection:

"(3k) be governed by a participatory process in which students, parents, teachers, workers, and community members participate fully in all programmatic decisions -- including development of student outcome standards and each significant aspect of program development, implementation, and evaluation. All members of these constituencies shall have access to this process, including the information and assistance they need to effectively participate."

H.3. Page 16, lines 13-14: Revise Sec. 202(b)(3), state development grants, by removing "other interested parties such as".

H.4. Page 20, line 11: Revise Sec. 212(b)(4), state implementation grants, by removing "other interested parties such as".

H.5. Page 31, line 24: Revise Sec. 402(a), regarding performance standards, by inserting after "establish": ", with the strong and informed participation of students, parents, teachers, and community members,".

I. Partnerships need to include all of the agencies/organizations that serve in- and out-of-school youth, and should not require the creation of separate entities.

A universal system must address the needs of out-of-school youth. High school dropout rates range from 35 - 55% in urban schools. These youth are currently served mostly by community-based organizations and correctional institutions. The community-based organizations that have the expertise, structures, and history of serving these youth must be recognized as vital members of partnerships. Furthermore, recent research on school-industry relationships in three mid-West cities has concluded that community-based organizations perform critical communication, service and coordination functions.

The definition of partnership seems to require the creation of a separate "local *entity*" to which various constituencies send representatives, and which then has independent decision-making authority. Not only would this make many institutions reluctant to become partners, but it would add an unnecessary bureaucracy. In some settings, a separate intermediary will be necessary, but in others, partners may choose -- and should be free to choose -- to operate the program on a collaborative basis without the expense of a separate entity. Partners could then designate an intermediary agency for coordination, but decision-making would be by the partners with the participatory governance structure outlined in the program components section. In either case, students and parents, as those with the most at stake, should be represented.

Recommendation

I.1. Page 9: Revise Sec. 4(8), definition of 'partnership', as follows:
  a. On line 1: Substitute "collaboration" for "entity".
  b. On line 5: Insert after "agencies,": "students, parents, community-based organizations serving youth".

I.2. Page 25, after line 15: Revise Sec. 212(g), applications for state subgrants to partnerships, by inserting a new subsection:
  "(E) designates a fiscal agent to receive and be accountable for funds under this section".

J. Grants Applications and Administrative Provisions Need to Reflect the Act's Vision.

Eligibility for grants, allowable expenses, and criteria for competitive grants should reflect the programmatic vision of the Act.

J.1. Page 19, line 7: Revise Sec. 212(a)(1), state implementation grants, by inserting after "provided in": "Title I and".

J.2. Page 21, line 16: Revise Sec. 212(b)(7), state implementation grants, by inserting after "programs": "that meet the requirements of Title I".

J.3. Page 22, after line 17: Revise Sec. 212(b), on state plans, by adding a new subsection:

"(15) describe how the State will carry out implementation activities, including the timetable for activities, the staff responsible for carrying them out, funds that will be used, and specific targeted participants for technical assistance."

J.4. Page 25, after line 21: Revise Sec. 212(g)(2), allowable activities for partnerships, by inserting as the leading activity:

"(A) designing, implementing, and evaluating the school-to-work program, including all general requirements and program components;".

J.5. Page 32, line 21: Revise Sec. 402(a)(5), regarding performance standards, by inserting at the end: ", particularly high performance work organizations".

J.6. page 29, line 5: Revise Sec. 302(c)(1), applications for federal partnership grants, by inserting at the end: ", including how it will implement all of the requirements of Title I."

J.7. Page 31: Revise Sec. 303, program grants in high poverty areas, by inserting the following subsections:

a. After line 7: Insert the following subsection:

"(e) application.--A partnership that seeks a high poverty area program grant shall submit an application that describes how it meets all of the requirements of Title I".

b. On line 2: Revise Sec. 303(c), allowable activities, by inserting after "employment": "developing linkages between student experiential learning and community development activities and institutions".

JOHN E. JACOB
PRESIDENT AND CHIEF EXECUTIVE OFFICER
NATIONAL URBAN LEAGUE, INC.

BEFORE THE
HOUSE COMMITTEE ON EDUCATION AND LABOR
UNDER THE AUSPICES OF
THE SUBCOMMITTEE ON LABOR-MANAGEMENT RELATIONS

ON

THE SCHOOL-TO-WORK OPPORTUNITIES ACT OF 1993

OCTOBER 20, 1993

Mr. Chairman, as President and Chief Executive Officer of the National Urban League (NUL), I am pleased to submit this statement for the record concerning the School-to-Work Opportunities Act of 1993 (H.R.2884).

Founded in 1910, the National Urban League is a nonprofit community-based social service and civil rights organization headquartered in New York City, with 113 local affiliates in 34 States and the District of Columbia. The mission of the Urban League is to assist African Americans in the achievement of social and economic equality.

Since its founding, the National Urban League has been a prime participant in seeking solutions to the social and economic problems of the poor and disadvantaged. In pursuing solutions to the problems that impact our communities, the Urban League has placed primary emphasis at the national level on policy and program initiatives that deal with education and career development, and employment and job training.

Meeting The Challenge Of Global Economic Competition

The National Urban League believes that all of our Nation's citizens must be prepared for a 21st Century workforce, and that the current challenges of a global economy call for strategic investments in our human resources and physical infrastructure. To this end, the League launched its **Marshall Plan for America** in 1991. Included in the

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proposals pertaining to education and job training, our Marshall Plan calls for adoption of the recommendations by the **Commission on the Skills of the American Workforce** outlined in its 1990 Report, "America's Choice: High Skills or Low Wages!". I was pleased to be a member of that Commission, which was chaired by Ira Magaziner and co-chaired by William Brock and Ray Marshall.

The findings and recommendations of the Commission have contributed to the groundwork for the Administration's examination of our national policies on how we prepare youth and adults to effectively compete in a global economy.

Investing In Our Youth

The Administration's proposal to transition our nation's youth from the academic to the world of work represents one key component in this renewed national drive towards upgrading the skills of the American workforce. By introducing the School-to-Work Opportunities Act of 1993 (H.R.2884), the Administration has set the process in motion.

The National Urban League supports this bill as a progressive measure to train all of America's youth for a high-skill, high-wage job market. We are pleased that H.R.2884 views the school-to-work concept not as a limited "tracking system" for non-college bound youth, but rather as a means for placing all youth on a "career" path with linkages between secondary and postsecondary education. This is especially critical for African-American youth. For example, according to the National Urban League's **State of Black America 1993** report, much concern exists in the manner in which African-American children are treated by the public institutions charged with promoting their development. The report states that far too many of our youth receive highly negative messages in school, the most vital development institution outside the family. African-American students, for example, are disproportionately placed in lower academic tracks where they have limited experience with tasks involving critical and analytic thinking skills, and many remain in low track placements throughout their school career.

It must also be noted that, according to the State of Black America 1992, a major determinant of college enrollment and graduation of African Americans is the availability of financial aid. Indeed, with a 1992 poverty rate of 33% among African Americans, access to higher education for one-third of our population is truly limited. The combination of lower expectations in the public school system and a lack of financial access to postsecondary education places African-American youth in an unjust playing field in the pursuit of high-skill, high-wage careers. The Administration's bill must insure that its vision of a career path for all of America's youth will in fact become a reality.

Reaching Out-Of-School Youth

One of the key recommendations from the Commission on the Skills of the American Workforce pertained to addressing the needs of students who drop out of school. Indeed, the report stated that "turning our backs on those dropouts, as we do now, is tantamount to turning our backs on our future workforce." A national school-to-work transition program must therefore make a compelling difference in the lives of out-of-school youth.

African-American youth are disproportionately represented in the dropout population. The Department of Education's recent report on dropout rates in the U.S. informs that in 1992, about 3.4 million persons in the United States ages 16 through 24 were high school dropouts, representing approximately 11% of all persons in this age group. The dropout rate for black 16- through 24-year-olds was 13.7%, compared with 7.7% for whites. And according to the skills Commission report, the dropout rate can reach as high as 50% in many of our inner cities.

In addition to being disproportionately represented among school dropouts, African-American teenagers continue to be hard hit by joblessness. The official unemployment rate for black teenagers is over 40% or two-and-a-half times the rate for white teenagers. According to the National Urban League's Hidden Unemployment Index (HUI), however, approximately two-thirds (60.5%) of all black teenagers were jobless during the same period (the League's HUI factors in discouraged and involuntary part-time workers).

Therefore, we at the National Urban League are encouraged that the School-to-Work Opportunities Act of 1993 provides opportunity for states and local partnerships to design and implement school-to-work programs for out-of-school youth. However, to assure that this population is effectively served, additional language is required in the legislation to establish a firm commitment throughout the bill to out-of-school youth. It is critical to insure that out-of-school youth are counted when states set out to "determine the number of projected program participants" when applying for implementation grant funds.

The League is also pleased to see that some recognition is given to the need for including community-based organizations in "the active and continued participation in the planning and development of the statewide School-to-Work Opportunities system..." Community-based organizations serve as critical links for reaching out-of-school youth. To insure their inclusion at critical points in the school-to-work system, language pertaining to community-based organizations must require their inclusion as partners in a consistent manner throughout the legislation.

Recommendations

To strengthen H.R.2884's capacity to reach out-of-school youth the National Urban League makes the following specific recommendations detailed on pages 7-9 of this statement.

- We believe that incorporation of the recommendations will provide out-of-school youth with the same opportunity as in-school youth to participate in a school-to-work system that can make the difference between a life of poverty and one of productive economic independence.
- The recommendations also strengthen the need for including community-based organizations as partners in preparing out-of-school youth for high-skill, high-wage jobs.

The National Urban League further recommends that the Administration and the Congress bring synergy to all the programs that currently serve out-of-school youth. It is critical that the investment made in preparing out-of-school youth meets the same academic and occupational skills standards that will be established for in-school youth. This includes such programs as JTPA, Job Corps, JOBS, Youthbuild, etc. It is our firm conviction that if America invests in all its youth, and believes that they can all achieve to a high quality standard, they in fact will meet that standard.

National Urban League Recommendations For The School-To-Work Opportunities Act Of 1993 (H.R.2884)

SEC.2. FINDINGS

- **NUL Recommends:** A statement must be included about the number of youth who have dropped out of school and who are therefore doubly unprepared for the demands of a 21st century labor market. Suggested language, drawn from the just released Department of Education report on 1992 dropout rates, could be inserted as follows:

  [p.3, line 8, (2)] "In 1992 approximately 3.4 million persons in the United States ages 16 through 24 had not completed high school and were not currently enrolled in school. This represented about 11.0 percent of all persons in this age group. These young persons are doubly unprepared for the demands of a 21st century workforce;"

SEC.3.PURPOSE

- **NUL Recommends:**

  - Page 4, line 20, add after "...offer young Americans," both in-and-out of school...

  - Page 5, line 13, change "community groups" to community-based organizations.

  - Page 5, line 16, change "help students" to help all youth.

  - Page 5, line 21, after "business education compacts" add and out-of-school programs that meet local or state certification requirements.

  - Page 6, lines 4-8 should be re-worked to read as follows: provide aggressive outreach to especially low-achieving youth and to those who drop out of school, to stay in school or return to a classroom setting, and provide incentives to succeed by providing enriched learning experiences and training assistance to secure high-skill, high-wage employment;

SEC.4.DEFINITIONS

- **NUL Recommends:**

  - Page 7, line 10, after "including" add out-of-school youth.

  - Page 8, line 9, add after "secondary school," or alternative secondary level certification program such as GED.

  - Page 8, lines 11-12, add after "results in the award of a high school diploma" or the equivalent.

  - Page 9, lines 1-12, should provide for a stronger assurance that community-based and parent organizations will be included in the partnership. Instead of "may include" on line 8, change to shall include.

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TITLE I - BASIC PROGRAM COMPONENTS

*** NUL Recommends:**

- Page 13, lines 7, 17 and 19, change "student(s)" to school-age youth.

- Page 13, lines 10-12 should be changed to read as follows: outreach to all school-age youth to assist in initial selection of a career major at the ninth grade, but not later than the beginning of the eleventh grade.

- Page 13, SEC.104. Connecting Activities Component. Clarification is needed on who will provide these "connecting activities" and the need to insure that such individuals are qualified to provide these critical linking services.

TITLE II - STATE DEVELOPMENT GRANTS

*** NUL Recommends:**

- Page 17, line 16, change "other community organizations" to other community-based organizations.

- Page 18, line 11, needs clarification as to what is meant by "designing challenging curricula."

- Page 18, lines 15-17, need clarification: is it the intent to analyze the post high school employment experiences of recent high school graduates and dropouts who have gone through a school-to-work program under this Act, or not, or both?

TITLE II - STATE IMPLEMENTATION GRANTS

*** NUL Recommends:**

- Page 23, line 24, add after "labor organizations," community-based organizations. [NOTE: Community-based organizations are critical for outreach to especially out-of-school youth.]

- Page 24, after line 11, add new provision (7) providing for outreach to out-of-school youth. Suggested language could be as follows:

"conducting outreach activities to out-of-school youth to insure every effort is made to bring such youth into a school-to-work transition program; and"

TITLE II - STATE SUBGRANTS TO PARTNERSHIPS

*** NUL Recommends:**

- Page 25, line 13, change "all students" to all youth, both in-and-out of school.

- Page 26, line 8, change "students" to school-age youth.

- Page 27, lines 6-9 include among allowable activities for state subgrants to partnerships "...integrating work-based and school-based learning into existing job training programs for youth who have dropped out of school..."

This provision raises serious questions as to why out-of-school youth are being treated differently by channelling them into existing job training programs for youth, when this existing system has been neither funded nor upgraded to meet the enriched academic and occupational skills goals of this School-to-Work bill. The status of the current system of job training for out-of-school youth has special implications for minority male school dropouts who are not being adequately served by this system.

TITLE IV - NATIONAL PROGRAMS

* **NUL Recommends:**

- **Page** 33, line 10, change "community organizations" to community-based organizations.

- **Page** 33, Sec.403. Training and Technical Assistance: this section should include a provision for identifying and disseminating information on existing model programs that have been successful in transitioning school-age youth, and particularly out-of-school youth, from school to work.

H.R. 2884, SCHOOL-TO-WORK PROPOSAL

WEDNESDAY, OCTOBER 27, 1993

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The committee met, pursuant to call, at 9 a.m., Room 2175, Rayburn House Office Building, Hon. Dale E. Kildee presiding.

Members present: Representatives Kildee, Martinez, Sawyer, Roemer, Green, Woolsey, Strickland, Goodling, Roukema, Gunderson, Barrett, Hoekstra, McKeon, Miller.

Also present: Representatives Castle and Mazzoli.

Staff present: Susan Wilhelm, staff director; Omer Waddles, staff director for the Subcommittee on Postsecondary Education; Colleen McGinnis, legislative associate; Tom Kelley, legislative aide; June Harris, legislative aide; and Mary Gardner, minority legislative aide.

Mr. KILDEE. Let the record show that preceding my statement Mr. Mazzoli made a statement and that will be included in the record..

[The prepared statement of Mr. Mazzoli follows:]

STATEMENT OF HON. ROMANO L. MAZZOLI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF KENTUCKY

Mr Chairman:

Thank you for the opportunity to be with everyone this morning for the committee's hearing on H.R. 2884, the School-to-Work Opportunities Act. I am honored to join more than 60 of my colleagues in cosponsoring this important initiative, and I commend you for convening this hearing.

It is a pleasure to introduce two of my constituents who will provide testimony before your distinguished panel.

Today, you will here from Mr. Thomas Davisson, who since 1988, has been the Vice President and Chief Operating Officer of Sullivan College in my hometown of Louisville, Kentucky. His more than 20 years of experience in postsecondary training has allowed him to see firsthand the tremendous need for preparing our Nation's students for competing in an increasingly global economy. Mr. Davisson will speak of the partnership between Sullivan College, the Jefferson County Public Schools, and the Louisville business community. I believe it is a program worthy of modeling and exactly the type of program that the School-to-Work Opportunities Act seeks to promote.

Mr. Chairman, I am also pleased to introduce to the committee Ms. Kathryn Mershon, a long-time friend. Ms. Mershon has had a distinguished career in the health profession and is currently the Vice Chairwoman of the Louisville area Chamber of Commerce.

Her testimony will provide insight into a successful program launched by the Chamber's Education and Workforce Institute earlier this year. The Greater Louisville Youth School-to-Work Program, a collaboration of Louisville businesses, schools, and local government, is an outstanding example of an apprenticeship project that has the goal of readying young people for careers while developing a skilled labor force.

Mr. Chairman, our challenge is clear. I am proud of the strides being made in Louisville and Jefferson County to meet this challenge, and I stand ready to assist you and your committee in any way I can to move this legislation forward.

Mr. KILDEE. The committee meets this morning for a hearing on H.R. 2884, the School-To-Work Opportunities Act of 1993. If we as a Nation are to continue to compete in the increasingly complex world and that economic global situation we have today, we must do a better job of preparing our youth for our workplace.

H.R. 2884 provides, I believe, an excellent framework for creating a system of school-to-work transition to accomplish this goal. Both Secretary Reilly at the Department of Education and Secretary Reich at the Department of Labor have made an issue of school-to-work transition a high priority.

It is very interesting, too, the two committees, the two subcommittees that have jurisdiction over this bill today are the Labor Management Subcommittee and the Elementary, Secondary, Vocational Education Subcommittee, and we are trying to pull together the world of work and the world of school and the two Secretaries involved, one Secretary of Labor and one Secretary of Education, I think we realize that link has to be real.

Many years ago, I used to suggest to certain Secretaries of Labor and certain Secretaries of Education that they have at least one telephone line between their two offices so they could communicate. Well, as it is now, we have two men who know each other very well, respect each other very well, and also recognize that very important link between the world of school and work. I appreciate their efforts, look forward to working with those two Secretaries and the members of the committee to create a system of school-to-work transition programs that prepares students for the future.

Before I introduce our witnesses today, I want to recognize the Ranking Member on the Committee on Education and Labor, Bill Goodling. Let me say, again, I have embarrassed him from time to time. We passed a bill, I believe, a week ago today, school reform, Goals 2000. It is a good bill. And it is a much better bill and probably a viable bill only because of Mr. Goodling's input on that bill. And I want to publicly appreciate—express my appreciation for his patience and his hard work in bringing together a bill that turned out to be a bipartisan bill.

Mr. Goodling.

Mr. GOODLING. Well, the Chairman is overgenerous with his comments, but it is early in the morning and I am happy to accept them. It will get worse as the day goes on, I assure you.

Mr. Chairman, I would like to join you in welcoming this morning's witnesses to our third hearing on the establishment of a school-to-work transition system in the country. I look forward to hearing your testimony and your recommendations on how we proceed in the development of this important legislation.

Development of such a system of high-quality, work-based learning programs throughout the United States that train youth for skilled high wage careers which do not require a four-year college degree is vital.

I stated on numerous occasions I am a cosponsor of the administration's school-to-work opportunities bill, similar to Mr. Gunderson's and my bill, and I support their efforts in this area.

There are a number of concerns, however, as we move through the legislative process on which I hope today's hearing will provide some insight. The bill, as written, focuses primarily on the 11th and 12th grades. While we should develop intensive programs for 11th and 12th graders, we should make sure that we provide youths in earlier grades before they drop out even though they are still in school—especially disadvantaged youths—with opportunities for career awareness and preparation, and alternative techniques such as experiential learning, problem solving, and interdisciplinary teaching. I look forward to hearing the testimony of our witnesses in that area.

We have to maintain a strong employer role. We heard in our previous hearings that the role of employers is absolutely essential to the success of this effort. We must maintain if not strengthen the employer's role in H.R. 2884 and I hope today's panelists will provide us with further information and insight on that.

The school-to-work legislation should not be targeted and there will be attempts to further target or earmark funds under this legislation for disadvantaged and special populations. While I strongly support the inclusion of all students in these programs and want to work to see that disadvantaged and special populations are equitably and fairly served, our efforts should concentrate on earlier intervention, counseling, and other supportive services, not further targeting or entitlements.

Participation from nonprofit educational institutions is also important to our efforts. While the current bill does not actually prohibit the participation of for-profit educational institutions in local partnerships or in the program, it very obviously leaves them out when listing potential members of the local partnerships as well as leaving them out of the definition of a postsecondary education institution.

This omission is of particular concern to me, especially when we are looking to train students in high-tech fields where for-profit technical colleges may be the best or even the only training provider in certain areas.

Again, I look forward to hearing from this morning's witnesses and I would appreciate your input.

Mr. KILDEE. Thank you very much, Mr. Goodling. Without objection, unless someone wishes to speak, we will include all other opening statements in the record and go immediately to our witnesses who have traveled from great distances to come here.

[The prepared statement of Hon. Gene Green follows:]

STATEMENT OF HON. GENE GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, I would like to thank you for calling this hearing this morning on the School-to-Work Opportunities Act. The leadership of this committee has proven that it is serious about getting this bill moving by holding these hearings and I look forward to seeing this bill on the floor of the House very soon.

The School-to-Work Opportunities Act represents a significant change in the way we treat our students and how we assist them into the world of work. The options of our non-college bound students have expanded to some degree but we lack a sound policy to train our students for specific skills they will need for the workforce.

When I graduated from high school I had the good fortune to participate in a high quality union apprenticeship program. This training enabled me to begin my career as a journeyman printer and subsequently work my way through law school. The existing apprenticeship programs we have today should serve as an example for high quality programs that will provide promising job prospects for our students.

Again, thank you for calling this hearing and I would like to thank the witnesses for taking the time to be here today and share their insight on this matter.

Mr. KILDEE. Today's witnesses are Mr. Doug Weir, Principal, Genesee Area Skills Center, Flint, Michigan. I have known Mr. Weir for more years than we care to tell.

Mr. Verdell Duncan, Administrator for Equal Opportunity/Cultural Diversity, Hurley Hospital, Flint, Michigan. I have known he and his family for many, many years, too.

Mr. Gene Callahan, Former President, American Vocational Association, Alexandria, Virginia; Mr. Robert Chase, Vice President, National Education Association, Washington, DC; Mr. Tom Davisson, Vice President and Chief Operating Officer, Sullivan College, Louisville, Kentucky; and Ms. Kathryn Mershon, Vice Chair, Chamber of Commerce, Louisville, Kentucky.

We will start with Mr. Weir.

STATEMENTS OF DOUG WEIR, PRINCIPAL, GENESEE AREA SKILLS CENTER, FLINT, MICHIGAN; VERDELL DUNCAN, ADMINISTRATOR FOR EQUAL OPPORTUNITY/CULTURAL DIVERSITY, HURLEY HOSPITAL, FLINT, MICHIGAN; GENE CALLAHAN, FORMER PRESIDENT, AMERICAN VOCATIONAL ASSOCIATION, ALEXANDRIA, VIRGINIA; ROBERT CHASE, VICE PRESIDENT, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, DC; TOM DAVISSON, VICE PRESIDENT AND CHIEF OPERATING OFFICER, SULLIVAN COLLEGE, LOUISVILLE, KENTUCKY; AND KATHRYN MERSHON, VICE CHAIR, LOUISVILLE CHAMBER OF COMMERCE, LOUISVILLE, KENTUCKY

Mr. WEIR. Chairman Kildee, it is indeed an honor to be here today and to address this particular group of committee members. We thank you for the opportunity to be here as well.

I am speaking today from a practitioner's point of view. The schools that I represent and the community that I represent is a very industrial-oriented, very educational-oriented community that serves a wide cross-section of individuals.

After reviewing the bill, I believe that it is a very excellent opportunity for many of our young people to receive the types of services that they must receive in order to be successful in later careers. At our particular institution, we are involved in four different school-to-work efforts of varying maturity from 12 years' duration and some as new as 3 or 4 months.

My goal today is to briefly explain those efforts to you and try to relate them to the efforts that you are making in constructing this legislation. Basically, school-to-work transition in our particular community, because we have a heavy manufacturing base, deals very extensively with complex issues such as labor management agreements, labor laws, liability factors, and many other concerns that affect businesses' willingness to deal with students.

To overcome these particular barriers, we found that it takes a tremendous amount of effort and knowledge that most educators are not aware of. We would encourage as you frame this bill to include things that will allow educators and business people to come closer together to gain a mutual understanding.

One of our projects is with General Motors. It is a joint project between General Motors and the United Auto Workers, several local colleges, 31 different high schools and the GASC Technology Center which I represent. This program is a very complex piece of work. Basically, the program seeks to prepare young adults, particularly females and minorities, for work in the skilled trades arena.

The skilled trades jobs in our community are extremely substantial and are jobs that are sought after. Because of that, they are jobs that are well protected. There are over 10,000 skilled trades jobs in our community.

The average age of the skilled trade workforce is approximately 47 years of age. Most of those individuals can retire within four to six years which leaves General Motors with the proposition that they are going to have to replace a substantial portion of their workforce within four to six years. It currently takes four to six years to grow a skilled tradesperson from a high school level through the apprenticeship system into a journeyperson.

General Motors is very concerned and I think it is this concern that brought them to the skill center to ask what we can do to start to prepare 11th and 12th graders for skilled trades. Very frankly, General Motors and the individuals we work with are not impressed with the educational system that we have. Very frankly, they came to us and said we came to you because we had to do it. We don't believe that you can, and you need to show us that education can respond to the needs of industry.

But through a series of negotiations and extensive deliberations, we did come up with a program that is being touted as a national model where we actually have 80-some high school juniors and seniors involved with mentors provided by General Motors with local colleges, high schools and with the technology center all working together in an integrated way to prepare individuals to take career paths to succeed in the apprenticeship arena.

One of the difficulties that we run into, and one of the major obstacles that I think we are going to face in school-to-work transition, is the fact that many of these jobs that we aspire to train young people for are tightly held and it becomes a matter of supply and demand.

There is one organization we are dealing with that represents a high level of skilled trades who frankly told us we don't want to train anybody in skilled trades because we don't want to flood the market. That whole issue of the labor-management type of relationship and the relationship with schools needs to be addressed and needs to be addressed at a level that carries a great deal of weight, which I believe is the level that we are addressing today.

Several other programs, not quite as dynamic as the MTP, the General Motors program, but also with complexities, Financial Academy Program which deals with local banking institutions and financial organizations. We have a program within the banks where we actually have a teacher assigned at the bank, and they work organizing students and organizing programs so the students can be trained.

Other types of programs that we have had excellent experience with and something that probably should be addressed is that most career path projects we deal with do include a community college element.

Another school-to-work program called Project Drafts, basically preparing young adults for engineering and engineering-related work. This is a community college and a postsecondary type of career path. Essentially what General Motors told the local community colleges is that they need to do a better job training their engineering candidates and they need to include more technologies in their curriculum.

The community college, in turn, came to us and said we have to put more technology in our curriculum, therefore, we need help and we would like you, and the secondary schools, to start to put more technology in your curriculum and start to develop a clear career path so that students can, in middle school and in high school, get on that path and succeed right up through community colleges.

We in essence, at the high school level, are teaching courses that were previously taught at the community college. Through articulation agreements and other arrangements, students are actually receiving college credit waivers for classes that they take at the high school level in our institution.

This is another method where career path or school-to-work transition can occur. Secondary schools need to interact and come up with a layered approach to how we get students into a career path and how the career path is defined and carries through all the way to postsecondary and through postsecondary.

The other programs that we have are all derivations of the ones I talked about. The idea of mentorship is extremely popular and again is faced with some pitfalls. But, again, mentorship is probably one of the most powerful school-to-work transition efforts that we can offer young students.

I know my time is running short.

I believe that one of the things I have seen—and I have been in secondary education for 23 years at all different levels, is that the school-to-work transition that we have been involved in for the past actually 12 years has changed the lives of many, many young people. We see it every day.

For many young people, education is not for "anything." Education is something that you do because you have to do it. And when it is over, then you start to look around and find something else to do. School-to-work transition efforts, and particularly this bill, offers young people an opportunity to go to school for something. They can relate what they are doing on the job, they can relate what they are doing to the credentials that they receive, to something they want, which is economic security and economic independence.

I really applaud the work that has been done on this bill. I think it is extremely effective. It has all of the pieces that we have come from experience are absolutely critical for successful movement to occur and to continue.

My colleague, Mr. Duncan, will be talking later about the Hurley Hospital program which is a program where students are at the hospital every day. There are about 100 students that report to Hurley Hospital and that, Hurley is their school for half a day. And that is where the teachers are and that is where education is happening.

In the future, I would see that we will be placing teachers in businesses to actually extend the walls of the schoolhouse and make education relevant to everyone's life.

Thank you very much.

[The prepared statement of Mr. Weir follows:]

Statement of Doug Weir, Genesee Area Skills Center, Flint, Michigan

The proposed H.R. 2884 School to Work Opportunities Bill provides an array of opportunities for organizations to interconnect to form clear and meaningful career pathways for young adults within our communities. The prevailing features of the bill, from a practitioner's point of view, include work-based learning, portable credentials, integration of academics and occupational learning, and the emphasis on a systems approach. All are critical components of a true school-to-work initiative.

The bill's focus on building statewide initiatives revolving around coherent systems inclusive of business, labor, secondary and, post-secondary education, provides for and encourages the integration of services and functions into a clear set of career pathways. In addition, the bill's provision for the development of partnerships adds flexibility and encourages local efforts to continue to develop and grow.

The experience of the Flint and Genesee County (Michigan) area in development of school-to-work initiatives leads us to believe that H.R. 2884 is fundamentally excellent legislation. Many of the features of the bill also appear in the several efforts of our community to interconnect business, labor and education. This "interconnectiveness" has resulted in several projects that have flourished.

The projects all revolve around the establishment of career paths or in the bill's vernacular "career majors." The project with the greatest longevity is in the medical area and is a partnership between a major medical center, Hurley Medical Center, sending high schools and the GASC TECHNOLOGY CENTER. The program has developed over a twelve-year period and primarily integrates career awareness, career exploration and technical skill development within the medical center setting.

The program is a "school within a business" and draws on the expertise of the medical center's staff who provide daily instruction, coordination and evaluation of student progress along with the GASC staff. Approximately eighty high school juniors and seniors report to the medical center each day during this two-year program. Students who complete the program normally go on to college or are employed at the medical center or other similar facilities. Students are also afforded the opportunity to pursue summer paid work experience.

The program has expanded to the extent that GASC business students are also receiving instruction in the various business operations of the center. In addition the opportunities have been extended to electronics students who work in the biotech and video areas. This fall students began studying and working at Genesys Medical Center. In the fall of 1994, additional students will be placed at McLaren Medical Center.

A program dealing with the apprenticeable trades in manufacturing (Manufacturing Technology Partnership) has been established and is a partnership between General Motors Truck and Bus, the United Auto Workers, Mott Community College, Baker College, local high schools and GASC TECHNOLOGY CENTER. This unique program, initiated by General Motors, seeks to develop a pool of qualified apprentice candidates as a future resource from which to draw poential replacements for an aging skilled trades workforce.

The program features interaction between seventeen high schools whose students attend GASC TECHNOLOGY CENTER for specific work-related instruction. The program emphasis is on the integration of academic and technical skills because although the students have high grade point averages, their ability to apply academics to real situations and to solve real problems is limited.

Each day the students leave GASC and report to GM where seven skilled trades mentors provide instruction. The purpose of the mentors is to assist students in understanding day-to-day manufacturing operations and the application of academic and technical skills in an industrial setting. At the end of two years, students will take the skilled trades apprentice test.

Upon completion of their initial two years of instruction and graduation from high school, GM will sponsor students in an associate's degree program in Applied Technology at local colleges. GM anticipates that a skilled trades shortfall in the near future will allow entry of successful MTP students in the skilled trades apprenticeships. This program is an excellent example of the type of program that could be created with the proposed legislation.

The MTP program, which is supplemented by grants from the Department of Labor and the C. S. Mott Foundation is expanding to smaller manufacturers and other General Motors facilities. A network of manufacturing opportunities will be available to students at a variety of levels as the project continues to expand. There are presently eighty-three individuals in the program and particular emphasis is being placed on the development of minority and female candidates.

One of the difficulties encountered in this type of programming is the definition of the employer-employee relationship. The MTP is a paid work experience (at GM), but the students are not able to do production work and are not really employees in that context. However, they are trainees. The questions about liability, workers' compensation, and the complications of union/management agreements cloud the issue of student labor with larger manufacturers. The Careers in Health program provides a non-paid work experience and training, yet even in this program the same issues of meaningful work, liability, and use of students is sometimes questioned.

Including business and labor in meaningful ways in a school-to-work transition effort requires a closer look at the inherent barriers. These do not seem to be ones of attitude or desire but instead seem to be related to the interpretation of the laws that govern students in a variety of school-to-work environments. Considerable effort needs to be made in clarifying these issues and determining coherent answers before significant buy-in by business occurs.

Another variation of the school-to-work approach is the Project Draft Partnership between the community college, GM and GASC TECHNOLOGY CENTER. This is a school-to-work partnership without the work experience. The interesting element in this project is that the college found that it needed to raise the performance level of its graduates in order to meet the entry-level employment specifications of GM. The college is constrained by the number of credit hours they can require of students as well as additional inhibiting factors and is being asked by industry to offer more within the same time frame. The alternative they have chosen to pursue is helping to define an industry-based program of study at GASC which will allow for a seamless transition into higher level drafting classes in the college level program. The high school students who successfully complete our pre-engineering courses receive articulated college credit that applies to the overall degree requirements. Students are now completing what was college work in a high school environment. This united effort allows students to begin a career path at an earlier age and allows the college to better meet industry standards. This is an example of a school-to-work program that encourages performance at a higher academic and skill threshold.

The willingness of education and business to interconnect and provide fundamentally new opportunities is a large part of the school-to-work effort. The Financial Academy at GASC is basically a series of experiences layered in such a way as to integrate the efforts of college, high school, technical preparation, academic preparation and work experience within one coordinated set of experiences. Only by encouraging colleges and businesses to become partners with GASC and by acting as the bridge between all of the elements, can the creation of a financial academy with clear career pathways become a viable alternative. This program also overcomes the reluctance of some students and parents to become involved in a technical program because college is an integral component and the career pathway is clearly defined.

It is evident that the key to all of these transition efforts is the integration and interconnectiveness of the partners. Although the coordination and effort to create these elaborate partnerships and to maintain the relationships that allow the merging of education, labor, and business is extensive, it is the beginning of the same system that the proposed legislation addresses.

H.R. 2884 provides the incentive and contains all the necessary ingredients to allow for successful integration of a diverse set of partners. School-to-work transition partnerships can exist where there is a clear need. The recognition of the need is an area that requires development. Although many employers perceive a need for a skilled workforce, they are generally not well in tune with the needs within their own organizations. Some effort to identify, in a credible way, the real present and future needs of our business partners would be helpful.

In summary, H.R. 2884 offers a realistic opportunity for school-to-work transition efforts to occur. The focus on systems needs to be maintained and developed to minimize the dilution of resources to the point of ineffectiveness. School-to-work programs need focus and control or the result will be disillusioned business partners and overall frustration. There is a general lack of understanding of the role of business by most educators and there is a reluctance to see education as a part of the economic development plan of a community. H.R. 2884 will go a long way toward changing those perceptions if carefully implemented.

GASC TECHNOLOGY CENTER
G-5081 Torrey Road
Flint, MI 48507

Mr. KILDEE. Thank you very much, Mr. Weir, for your testimony.

I don't want to get too sentimental but I recall when I met you many, many years ago. I really expected some extraordinary things from you, and what you are doing at Flint is very extraordinary. It is very helpful and making a difference in our society. We certainly appreciate it.

Mr. Duncan.

Mr. GOODLING. Of course, Flint is an extraordinary place.

Mr. DUNCAN. Good morning, Mr. Kildee, Mr. Goodling, and also subcommittee members. It is truly an honor to be here today to speak on the H.R. 2884.

One of the things I would like to inform the committee of is the fact that the city council, which I am a member of in Flint, has adopted a resolution in support of this bill. We believe that this bill is key to the development of our young people.

As you might know, the City of Flint has undergone some drastic changes in the last few years. At one time, we were very dependent on General Motors. As a result of that, many of our students felt that when they graduated from high school, they would automatically have a job at General Motors. That is not happening. What we are looking at at SRI are ways of trying to get our kids more involved with the other different careers that are available to them.

In Flint, Michigan, one of the entities that has been doing a lot of job employment is the different health care facilities. What we are trying to do is trying to let our young people know that there are more opportunities that are involved in the health care arena. We feel that the program that we are presently involved in, Careers in Health—which is a joint venture between Hurley Medical Center and the Genesee Area Skills Center—allows us to provide some opportunities for our young people.

We feel that the bill that you are considering is an instrument that can allow us and other organizations to expand that effort.

We became involved with the Genesee Area Skills Center approximately 12 years ago. At that time we had 11 students that attended Hurley Medical Center, found information about the different careers there, and became involved in our process. Since that time, that program has gone from one two-hour session with 11 students to three two-hour sessions with over 100 students.

In fact, this year, over 150 students were turned down because there were not facilities or funds available. So there is an interest. We are finding that more and more young people are trying to become more involved in seeking information that will impact their careers in the future.

It is unfortunate that our young people are seeking this information and are not able to attain it. We feel that the program that the Genesee Area Skills Center is embarking on is definitely in the right direction. And we are very proud to be a part of that.

One good thing about our program is that we allow our students to become involved in over 50 different sections of the medical center. Hurley Medical Center is a 543-bed facility. We are a teaching organization. We are affiliated with Michigan State University. We have over 2,800 employees. The hundreds that are involved in this program at Hurley Medical Center are given an opportunity to look not only at the different medical careers available at the Hurley

Medical Center, but other careers that are favorable to them with regard to accounting, human resource training, all the things that are involved in a huge medical center. It allows them to have a mentor relationship with employees at Hurley Medical Center.

And one of the good things about our program is that we expect those students to be governed by Hurley Medical Center rules, which means they have to be at work on time, they must come to work, they must have appropriate dress, and they must have the right attitude. And we have found that has been very beneficial to those young people. In fact, some of these students, once they have completed the two-year program that they have with Hurley Medical Center, have actually been employed by Hurley Medical Center.

In fact, there have also been occasions when we have had students who really didn't know what they wanted to do, really don't have any idea where they were going to be in five or six years, who have come to Hurley, have become involved with different careers, and as a result of that, have embarked on those careers.

In my testimony, I use the example of a student by the name of Otto Townsend who came to Hurley in 1985 and became involved in our Pharmacy Department. As a result of that, he will be graduating from the University of Michigan pharmacy program this year. We have another student that was labeled as a special education student who some teachers felt could not learn who started working with the Hurley program and, as a result of that, became very interested and they found out that he had some excellent skills, excellent educational skills that he was not using because he had been turned off by the regular school system, and as a result of that, he is pursuing a nursing program and will be graduating from that program. So we can see from that that programs like this can work and will work.

I think the main problem that we have had in the past is that our school system, for some reason, someone has gotten away from what the main purpose of those systems is, and many times that is because of lack of funding.

We feel that the bill that is before you will help to buy more opportunities for those young people, help young people to decide on different careers, not only in the health arena, but also in other arenas where they can find a career that is going to take care of themselves and their family, hopefully will prohibit them from looking for assistance from the Federal Government or State government to help them take care of their family.

I think you can be assured of one thing, that if the bill is adopted, you are going to see a new interest in our students, a new interest in our school system. One of the things that I noticed, especially at Hurley Medical Center, that many of our medical physicians are not American physicians. Many of those physicians are from foreign countries because we are finding that more and more of our young people are not being involved in our educational system. So we need to change that.

I have nothing against foreign doctors. I think they are excellent, but I think there are a lot of opportunities for our young people that are not occurring simply because we are not providing the correct information or the correct arena for those individuals. All I can ask this body to do is consider this bill very seriously.

I am sure there are some things that need to be added. We have noticed that it definitely should be expanded, that there are some programs—Mr. Goodling alluded to the focus, and we really feel it should be focused on every student, not just on disadvantaged, special groups. I think if it is focused on every student, those disadvantaged students and special students that he alluded to are going to have their situation addressed.

Many times what happens is, we have a tendency to wait till the last minute before we address some specific problems in our school systems. I think that has happened. I think this bill will allow us to address some of those concerns and Mr. Weir has spoken of and some of the concerns that many other educators have spoken of and probably will speak of today.

Once again, I can only ask you to consider this bill, do whatever you can to have it adopted by the full body, and I am sure you are going to find it is going to be a very positive thing for not only the Flint community, but also the communities that pay us for representing them.

Thank you for allowing me to speak today.

[The prepared statement of Mr. Duncan follows:]

STATEMENT OF VERDELL DUNCAN, ADMINISTRATOR, EEO/CULTURAL DIVERSITY, HURLEY MEDICAL CENTER, FLINT, MICHIGAN

Good morning, Chairman Kildee. My name is Verdell Duncan. I am the Administrator for EEO/Cultural Diversity at Hurley Medical Center, a 543-bed teaching hospital in the City of Flint, Michigan. I'm here to speak in support of H.R. 2884: School-to-Work Opportunities Act. First, I would like to inform the committee of a resolution that was adopted by the Flint City Council on October 25, 1993 in support of H.R. 2884.

Hurley Medical Center has been providing opportunities for students in health career for 12 years. This program is a joint effort with GASC Technology Center.

Initially, the program had 11 students and one two-hour session. Today, that program has three two-hour sessions and 100 students. Those students are assigned to over 50 worksites at Hurley Medical Center. Those worksites include: Human Resources, Nursing, Accounting, Physical Therapy, Radiology, Pharmacy, etc. Students are exposed to areas that hopefully will provide a foundation for their initial careers.

Hurley believes that the bill before this body will enhance the kind of programs that are in existence as well as encourage the establishment of school-to-work programs in manufacturing, service industries, and other career areas.

Hurley believes that the program has provided valuable workplace exposure for the students. It has provided them an opportunity to actually see and work in a health care setting where Hurley employees are able to establish mentoring relationships with the students. The students are also exposed to valuable career information that hopefully will help them select a career that will support them and their families.

The program has also exposed students to the world of work. Those students are counseled and governed by Hurley Medical Center's policies. They must be on time; they must come to work; they must have the right attitude; and they must have proper dress.

The Careers in Health program is a two-year program. Students begin the program in their junior year. Hurley has also provided summer jobs for the students. Those jobs were funded by grants through GASC Technology Center.

In conclusion, it is our belief that this bill should be passed. This year, 150 students in Genesee County were not given an opportunity to participate in this program because of lack of funding.

Former student Otto Townsend participated in the program and is graduating from the University of Michigan with a degree in pharmacy, and another student was placed in a Special Education program and is now completing the requirements for his nursing degree. These are examples of the need for this type of educational relationship between businesses and schools. There are many students like the two

I just mentioned. All they need is an opportunity. This bill will go a long way in providing those opportunities.

Thank you.

Mr. KILDEE. Thank you Mr. Duncan. I particularly appreciate you being here at this time. I know as a member of the City Council, you are up for election this coming Tuesday. So I appreciate you taking time from your campaign to come down here to testify.

Mr. Callahan.

Mr. CALLAHAN. Good morning Mr. Chairman, Mr. Goodling, members of the committee.

My name is Gene Callahan. I am superintendent of the Tulsa Technology Center in Tulsa, Oklahoma, the oldest and largest area vo-tech school in the State. I am also a former president of American Vocational Association.

I appear before you on behalf of the AVA for two reasons. First, to briefly describe a youth apprenticeship project at my school known as Craftsmanship 2000; and second, while we support the School-to-Work Opportunities Act, I would like to share some concerns that vocational educators have with the legislation.

The Craftsmanship 2000 project represents the best of the vocational-technical education and is a model for the type of system envisioned by the School-to-Work Opportunities Act. It is a joint partnership of local industry, public schools, and the metropolitan Tulsa Chamber of Commerce. The program combines the last two years of high school with two years of postsecondary education and training, preparing students for high skilled careers in the metalworking industry.

The program is now in its second year of operation. I would like to highlight some of the elements that make it a success and ask that a more detailed description of the project be entered into the record for your review.

[The information follows:]

CRAFTSMANSHIP 2000
A WORK-BASED LEARNING PROJECT IN TULSA, OKLAHOMA

PHILOSOPHY

Recognizing the need to do something to assist U. S. industry in worldwide competitiveness, a group of Tulsa manufacturing companies involved in metalworking trade in 1990 determined to develop a work-based learning approach to benefit both Tulsa's youth and those companies which want to survive by the year 2000. They envisioned a partnership between industry, education, the political system, parents and students which would result in a long-term solution to the problem of mismatch between level of skills of available work force and increasing demand for higher craftsmanship.

INTRODUCTION

Craftsmanship 2000, Inc., is a joint partnership of community leaders from local industry, education, and the Metropolitan Tulsa Chamber of Commerce. These partners are responsible for the development and administration of a youth apprenticeship program in Tulsa, Oklahoma.

The partners brought to the Craftsmanship 2000 organization an array of skills and experience which has led to the development of a detailed four-year youth apprenticeship program. This outcome-based program is designed to yield a highly skilled entry level employee who meets the growing demands of America's metalworking industry. Apprentices participating in this program will be afforded one of the best technical educations available.

THE PROGRAM

Following are key elements which represent the core of the apprenticeship program for achieving metalworking craftsmanship:

> The apprenticeship program is a systematic mix of academic, vo-tech, and work-based training which consists of a total of four years. Academic and training days will be increased in length from 6 to 8 hours and from 175 days to 220 days per year. High school students in their junior year are admitted to the program based on examinations of foundation skills which will include achievement, aptitude and interests tests.

- Participants in the apprenticeship program become the employees of Craftsmanship 2000, Inc. They are paid an annual stipend based on forty-hour weeks and equal to the following: $7,480 in year one; $7,920 in year two; $13,200 in year three; $14,080 in year four. Bonuses may be earned by a combination of academic, technical and job performances. Each of the sponsoring industries will reimburse Craftsmanship 2000, Inc. for the stipend based on the number of apprentices each has agreed to sponsor.

- Responsibilities are divided between the public schools, vo-tech, and industry for the academic and training aspects during the first two years of the program. All teachers, textbooks, and transportation will be furnished by Tulsa Public Schools. Technical training during this same time period will be jointly conducted by Tulsa Technology Center and the sponsoring industries. In the final two years, academic responsibility will shift to Tulsa Junior College with most training responsibility remaining with Tulsa Tech and Industry. During years one and two, all formal subjects both academic and technical will be taught at one location -- Southeast Campus of Tulsa Tech.

- The curriculum combining academic, technical, social, and learning to learn skills in classroom, vocational workshop and company settings was developed by company engineering and technical personnel in collaboration with curriculum writers of the educational institutions. One full-time curriculum specialist completed years one and two. Based on desired learner outcomes, each student will be graded by public school teacher and vo-tech instructor, and finally verified by company mentors. Development of the new curriculum has been the integrating element which is binding all parties together. The applied technology method of teaching is being used in the instructional process whenever possible.

- All teachers, trainers, and mentors participating in the apprenticeship program have received extensive joint instruction and counseling during the summer of 1992 in preparation for the class of 92-93. The Training Committee of Craftsmanship 2000, Inc. is currently detailing desired learner outcomes for this instruction. The overall desired outcome is a better understanding by teachers of the world faced by the pupil after graduation and a better understanding by industry of how knowledge is imparted to a teenager.

- House Bill 1017 passed by the Oklahoma Legislature and confirmed by a vote of the people essentially deregulated education in Oklahoma. It encourages local educational institutions to innovate. It replaced time-based curriculum with learner outcomes. This has created the atmosphere in which the Craftsmanship 2000 pilot project was born.

EDUCATIONAL/VOCATIONAL PRINCIPLES INCORPORATED IN CRAFTSMANSHIP 2000

PRINCIPLES:

1. Motivate youth to stay in school and become productive citizens

   Craftsmanship 2000 motivates youth by:

   - Rewarding students for their contributions and performance
   - Compensating students for their educational experience so they don't have the distractions of a part-time job
   - Increasing the relevance of instruction to the real world by placing the youth in the real world
   - Providing the youth with knowledge and skills that allow them to be productive individuals in their youth and therefore increasing their chances of becoming productive citizens in their adult life

2. Set high standards -- promote higher academic performance levels

   Craftsmanship 2000 addresses high standards of performance in all aspects of its program by:

   - Clearly defining the standards that are expected of the apprentice and then helping the youths achieve those standards
   - Rewarding the youths with incentive pay for outstanding higher level performance
   - Providing support services above and beyond what a regular educational program may provide
   - Providing a career path that allows the individual to meet employment and education goals for a productive life

3. Link work and learning -- link classroom curriculum to worksite learning and work experience

   - The detailed curriculum materials emphasize the link between learning in the classroom, shop and at the worksite.

- Providing the 'Boot Camp' workshops for the academic and industrial coordinators this summer
- Detailed plans for developing integrated academic/technical curriculum components

4. Ready students for work – enhance the participant's prospects for immediate employment after leaving school on paths that provide significant opportunity for continued education and career development

Craftsmanship 2000 graduates will be among the most sought after graduates in Tulsa county because of:

- A program of study that includes continued education requirements after leaving the high school experience
- Continued work-related instruction in their field of study
- Student apprentices are provided with a variety of work experiences and job exposures that help the individual select career paths

5. Engage employers – promote employer participation in the education of youth to insure development of a skilled, flexible, entry-level work force

- The Craftsmanship 2000 organizational structure and the dedication of the leadership of Craftsmanship 2000 will help insure the involvement of employers as the program develops and evolves. The level of personnel on the executive committee provides this body with the authority and administrative capability to make and assure the implementation of decisions.
- Employer participation in the Craftsmanship 2000 project is evidenced by the quantity of employers and personnel involved in committees associated with the project.

6. Ensure work-bound youth a range of choice in their career development

Craftsmanship 2000 ensures the work-bound youth a career development path by:

- Providing real world experiences that help the individual explore occupational career choices

- Providing a solid curriculum that enforces and exceeds minimum academic competencies and providing a reason for the students to learn and apply them

- Building a solid foundation of skills, making it easier to learn high level workplace competencies

- Providing a junior college education within the apprenticeship curriculum

7. Establish relevancy of work-connected learning to the educational setting

By placing students in real world work environments and providing them with realistic work responsibilities, the relevancy is clearly conveyed to the learning experience. Craftsmanship 2000 is committed to providing a continued effort in improving upon this process by updating curriculum components as time and technology dictate.

- All parties must commit to be flexible and go beyond the normal thought process to seek new ways and seek ideas for solutions to problems

- Key individuals must be willing to go above and beyond the call of a normal working day to make the process work

8. Establish a system of accountability as part of the school-to-work transition efforts

Craftsmanship 2000 has created a loop of accountability which includes:

- Establishing clearly defined curriculum and standards of performance

- Constant monitoring of the student's progress by industrial mentors, instructors, and counselors

- Clearly defined formal evaluations combined with incentives for outstanding work

- Reports by the Central Apprenticeship Council and various committees within Craftsmanship 2000

- Meetings of the Central Apprenticeship Council to address concerns and needs which arise during the program

SUMMARY

Craftsmanship 2000 is a pilot project in Tulsa, Oklahoma conducted by Tulsa Public Schools, Tulsa Technology Center, Tulsa Junior College, seven metalworking industries, and the Metropolitan Tulsa Chamber of Commerce. First classes began in September, 1992 for twenty students selected by criteria developed by Craftsmanship 2000, Inc. Beginning phases of enrollment started in December, 1991, and concluded in February, 1992. Successful students will be awarded a high school diploma from their sending high school after two years and up to twenty-five credit hours from Tulsa Junior College built into the total program. It is the intention of Craftsmanship 2000, Inc. that each student be awarded a certification of occupational skills and an associate's degree fully transferable to a four-year college or university at the conclusion of the program. This may require additional individual effort.

When the model proves successful, it is the intention of Craftsmanship 2000 to expand the program to all of the high schools in the area, to additional metalworking industries, and to additional disciplines.

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GOALS

* Understand how the youth apprenticeship program "Craftsmanship 2000" operates in Tulsa, Oklahoma

* Define the difference between traditional apprenticeship and youth apprenticeship

* Become familiar with the curriculum and curriculum format utilized within the "Craftsmanship 2000" program

* Determine what aspects of "Craftsmanship 2000" can be utilized in your instructional programs

APPRENTICESHIP

A TRAINING STRATEGY FOR SKILLED OCCUPATIONS THAT (A) COMBINES SUPERVISED, STRUCTURED ON-THE-JOB TRAINING WITH THEORETICAL INSTRUCTION AND (B) IS SPONSORED BY EMPLOYEES OR LABOR/MANAGEMENT GROUPS THAT HAVE THE ABILITY TO HIRE AND/OR TRAIN IN A WORK ENVIRONMENT

APPRENTICESHIP

		Traditional	C-2000 Youth
1.	Training strategy that combines supervised structured on-the-job training	x	x
2.	Prepares people for skilled employment	x	x
3.	Requirements clearly delineated in the National Apprenticeship Act of 1937	x	
4.	Training strategy that leads to official journeyperson status	x	?
5.	Sizable investment on the part of the employer	x	x
6.	Pays wages to its participants, at least during the on-the-job training portion	x	x
7.	Offers opportunity for Associate Degree credit	?	x
8.	Participants learn by working directly under the supervision of a master	x	x
9.	Involves a written agreement and an implicit social obligation between the program sponsor and the apprentice	x	x
10.	Training begins while the apprentice is still enrolled in high school		x
11.	Utilize Tech Prep components		x
12.	Utilizes curriculum that is defined exclusively by industry	x	x

APPRENTICESHIP

	Traditional	C-2000 Youth
1. Training strategy that combines supervised structured on-the-job training	x	x
2. Prepares people for skilled employment	x	x
3. Requirements clearly delineated in the National Apprenticeship Act of 1937	x	
4. Training strategy that leads to official journeyperson status	x	?
5. Sizable investment on the part of the employee	x	x
6. Pays wages to its participants, at least during the on-the-job training portion	x	x
7. Offers opportunity for Associate Degree credit	?	x
8. Participants learn by working directly under the supervision of a master	x	x
9. Involves a written agreement and an implicit social obligation between the program sponsor and the apprentice	x	x
10. Training begins while the apprentice is still enrolled in high school		x
11. Utilize Tech Prep components		x
12. Utilizes curriculum that is defined exclusively by industry	x	x

CRAFTSMANSHIP
2000
ON SITE TRAINING
TECHNICAL TRAINING
ACADEMIC EDUCATION

CRAFTSMANSHIP 2000

A WORK-BASED SCHOOL-TO-WORK TRANSITION PROGRAM

BY: SHEILA HELLEN AND JOHN HUNTER

> A well-developed mind, a passion to learn, and the ability to put knowledge to work are the new keys to the future of our young people, the success of our businesses, and the economic well-being of the nation.
>
> – SCANS Report

In 1989, a group of Tulsa executives began discussing the need for a quality school-to-work transition program. Recognizing the need to increase the skill levels of youth entering the work place, those leaders envisioned a partnership to address the demand for higher levels of craftsmanship. Hence, Craftsmanship 2000, Inc. was created, representing a partnership of local industry, Tulsa Public Schools, Tulsa Technology Center, Tulsa Junior College and the Metropolitan Tulsa Chamber of Commerce.

The skill needs of industry have driven the development process. Company engineers and technicians worked with school curriculum writers in developing learning objectives; educators helped industry mentors learn to teach students; industry representatives, educators and Chamber of Commerce representatives established operational procedures, all of which resulted in the development of a four-year program in metalworking.

Now in its second year of operation, Craftsmanship 2000 provides a systematic, comprehensive mix of academic, technical and work-based education and training including 1) basic skills, 2) technical theory, 3) technical application, 4) skill verification in the work place, and 5) skill enhancement. Craftsmanship students receive over 1,800 hours of instructional time per year (over 800 more than other students) through an extended day and year-round school.

Students enter the program in the 11th grade, after an extensive selection process. They enroll in a rigorous schedule of English, math and technical courses which incorporate applied methodologies and emphasize cooperative learning. Tulsa Public Schools provide the academic instructors. The first-year instructional "mix" is 40% academic instruction, 40% technical instruction, and 20% in-plant instruction.

Second-year students enter the 12th grade where the instructional "mix" is 20% academic, 50% technical and 30% in-plant instruction. Following graduation from their home high school at the end of their senior year, students are prepared to enter the final phase of the program.

Academic and technical instruction for third and fourth year students is provided by Tulsa Junior College and Tulsa Technology Center. Both institutions offer technical instruction - TJC provides general education courses which apply toward an associate degree. The instructional "mix" for third-year students is 25% academic, 40% technical, and 35% in-plant instruction, while the instructional "mix" for fourth-year students shifts to 10% academic, 40% technical, and 50% in-plant instruction.

By the end of the fourth year students should be very close to completing an associate degree as well as certification set by the Bureau of Apprenticeship and Training (BAT). BAT certification of the Craftsmanship 2000 program is pending.

The Craftsmanship 2000 program has received rave reviews. Parents say it not only develops academic skills by requiring students to take and succeed in difficult science and math classes, but also develops character and a "solid sense of self" in their children. They also like having mentors encouraging their children.

Industry mentors say it has provided them with student workers with the thinking, communication and technical skills necessary to succeed in the metalworking industry.

Instructors say the interaction between the academic teachers, technical instructors and industry mentors has been critical in developing the students' skills. One teacher described the learning that has taken place as nearly "miraculous."

Based on the Craftsmanship 2000 experience, a successful school-to-work transition program must:

1. Have commitment by corporate executives to articulate the vision of the program, provide personnel and financial resources to the program, and market the program to parents, students and other potential corporate sponsors;

2. Have commitment by school officials to radically change the way "school" is done, including changing teaching processes and goals, increasing time spent in school, allowing flexible scheduling of classes, and orienting teachers to the needs of industry;

3. Set high performance standards for students in those classes that traditionally many avoid - high level math, science and physics. Support the requirement by assisting them with extra time and help, then reward them for accomplishing those tasks;

4. Link learning and work by integrating academic and technical curricula, and provide work-place learning experiences using industry mentors;

5. Train the teachers and mentors in competency-based instruction and curriculum development, using applied methodologies and cooperative learning strategies;

6. Link high school and college academic and technical education with an articulation agreement which gives college credit for skills learned;

7. Provide financial incentives to participate and succeed in the program;

8. Continue to evaluate the program by asking "Is it working?" Continuously evaluate the instructional, curriculum and learning processes by asking teachers, students, parents and mentors about the product - are the students learning high level skills necessary for success in the work place?

Craftsmanship 2000 has had students for two years – none has yet completed the program. But interim studies indicate it is a success "in the process of becoming!"

Sheila Hellen is Director of Southeast Campus, Tulsa Technology Center, where the Craftsmanship 2000 program is located.

John Hunter is Manager, Instructional Services Division, Tulsa Technology Center

10/19/93

Mr. CALLAHAN. Mr. Chairman, I only wish that some of our students could be here today. You would meet a group of highly motivated and focused individuals that see new meaning in education and new direction in their lives. Craftsmanship 2000 is working for two major reasons. One is that local corporate executives have made a commitment to articulate the vision of the program, provide personnel and financial resources and market the program to parents, students, and other potential corporate sponsors. And, two, school officials have committed to radically change teaching processes and goals.

High performance standards have been set and a commitment made to help students meet them. Continuous project monitoring ensures that students learn high level skills needed in the workplace. The project includes a systematic and comprehensive integration of applied academic and vocational skills and work-based education and training. Industry engineers and technicians work closely with our teachers in developing learning objectives and educators to help work-based mentors learn how to help students.

Students and parents see the program as an alternate path to higher education and a skilled career. It is not labeled as a program for the noncollege bound. College credit is earned for the skills learned. Four years ago, State legislation was passed in Oklahoma to deregulate education, encouraging innovation by replacing time-based curriculum with learner outcomes. Just last year, our State legislature passed another law to place the responsibility for youth apprenticeship under the direct control of the Oklahoma State Board of Vocational and Technical Education.

Craftsmanship 2000 is built upon a strong foundation of quality vocational-technical education with local political financial and business support. The American Vocational Association supports the School-to-Work Opportunities Act because it has the potential to promote a system of schools restructured around projects like Craftsmanship 2000.

In that spirit, we offer our suggestions to ensure that real reform takes place with the involvement of vocational educators. I will list some of our concerns here and ask that we be allowed to submit legislative language within the next week for your consideration.

First and foremost, all of those involved in school-to-work partnerships need to be equal partners. Lasting change will only come about with direct involvement of business and industry in partnership with the schools. Joint administration of this effort between the Departments of Education and Labor must be designed and methods devised for Congress to determine if it is happening and if it is successful.

As I stated earlier, the school-to-work initiative will only be successful if it is built upon the strong foundation of quality vocational-technical education. The School-to-Work Opportunities Act must not be funded by decreasing or level funding reform efforts being initiated under the Carl Perkins Act.

In order to gain widespread business involvement, particularly that of our small businesses, unpaid work experience should be allowed. Vocational student organizations should be specifically included in the bill for the employability and leadership skills they teach students. The legislation must be coordinated with existing

State plans, the Perkins Act, and the support efforts already initiated through education.

It must also be closely linked with the Goals 2000 Educational Reform Act, the Elementary and Secondary Education Act, and the Higher Education Act. It must not be labeled a noncollege bound program. A substantial portion of the school-to-work funds should be focused on in-service training for teachers and for teacher education programs.

Mr. Chairman, with these and some other refinements, I am confident that the School-to-Work Opportunities Act can be a catalyst for positive change in preparing our students for a highly skilled and globally competitive economy.

Thank you for the opportunity to share our comments with you this morning.

[The prepared statement of Mr. Callahan follows:]

TESTIMONY OF GENE CALLAHAN

Mr. Chairman, Mr. Goodling, and members of the Subcommittee, my name is Gene Callahan. I am the Superintendent of the Tulsa Technology Center in Tulsa, Oklahoma, the oldest and largest vocational-technical school in Oklahoma. I am also a former president of the American Vocational Association.

I appear before you on behalf of the AVA for two reasons: the first is to briefly describe a youth apprenticeship project with which I am involved in Tulsa known as Craftsmanship 2000. This youth apprenticeship model project is an outstanding example of a school-to-work program which is part of a comprehensive Statewide vocational-technical education delivery system. It represents the best of vocational-technical education in this country and can serve as an example of what the Administration is attempting to accomplish through the School-To-Work Opportunities Act of 1993. The second purpose of my testimony is to outline several concerns vocational educators have with regard to the details of the School-To-Work Opportunities Act of 1993, now being considered by the Committee.

Craftsmanship 2000 was organized in 1990 as a joint partnership of local industry, Tulsa Public Schools, Tulsa Technology Center, Tulsa Junior College and the Metropolitan Tulsa Chamber of Commerce. This partnership between school and business is educating students for demanding and highly skilled careers in the metalworking industry. The project is in its second year and, based on its success, we plan to expand to all high schools in the area to serve more students and include careers in other industries.

I have attached a full description of Craftsmanship 2000 which the Committee may find useful when considering changes to H.R. 2884. The following are highlights of some of the elements that make Craftsmanship 2000 a success and are likely elements of any successful youth apprenticeship or other school-to-work effort:

1. There is a commitment by corporate executives to articulate the vision of the program, provide personnel and financial resources, and market the program to parents, students and other potential corporate sponsors;

2. School officials are committed to radically change teaching processes and goals, allowing flexible class schedules, and orienting teachers to the needs of industry;

3. High performance standards have been set jointly by business and education, and a commitment made to do what is necessary to help students meet them;

4. There has been a systematic, comprehensive, and well-planned integration of applied academic, vocational, and work-based education and training which includes basic skills, technical theory, technical application, skill verification in the workplace, and skill enhancement;

5. Industry engineers and technicians have worked closely with teachers in developing learning objectives, and educators helped work-based mentors learn how to teach students;

6. Both applied academic and technical courses are rigorous and incorporate applied methodologies and cooperative learning;

7. Students and parents see the program as an alternate path to higher education and a high-skilled career. No one refers to this as a program for the "non-college bound." Students who complete this program will graduate with an Associate Degree from the Tulsa Junior College;

8. Students participate in the project eight hours a day, 220 days a year, instead of the typical six hour day, 175 day school year; and

9. The program is continuously monitored to ensure that students are learning high level skills needed in the workplace.

We congratulate the President and Congress for placing in the light of public debate the need for an enhanced vocational-technical education infrastructure. The American Vocational Association supports the School-To-Work Opportunities Act because it has the potential to promote the type of flexibility that is needed to foster change in systems and to encourage projects like Craftsmanship 2000. Vocational educators have long felt that schools need to restructure around education for employment - something with which they are very familiar.

While AVA supports this legislation, we do have concerns with some of its specific provisions. The broad parameters and flexibility of the legislation are welcomed changes to educators that are often bound by too many regulations that inhibit creativity. But there are some areas where more specificity is needed in order to ensure true partnerships in reform and to enhance students outcomes in the transition from school to work. This testimony contains descriptions of specific amendments which will be submitted to the Committee for review within the next week. The AVA amendments will address the following areas of concern:

First, all those involved in partnerships need to be equal partners. Historically, schools have been slow to adapt to change. Business and industry must drive the changes needed, but it must be done with the cooperation and full participation of school officials. In short, there must be a true partnership between business and schools. The State Vocational Education Agency and local vocational educational entities _must_ be _required_ participants in the planning process since they will be required elements of program delivery. In Oklahoma, the State Board of Vocational and Technical Education has been given complete control of the youth apprenticeship system because of legislation passed by the State Legislature last year.

Joint administration of this effort between the Departments of Education and Labor is a unique approach. No one is quite sure how it will work. In order to ensure that joint administration is, in fact, taking place, the legislation needs to specify how it is defined and Congress needs a way to determine whether it is happening and measure its success. Joint administration at the State and local level must also be clearly defined so that everyone understands each others roles and responsibilities.

This school-to-work initiative will only be successful if it is built upon a strong foundation of quality vocational-technical education. The bill should attempt to leverage State and local investment in the infrastructure of vocational education. At the federal level, the School-To-Work Opportunities Act should not be funded by decreasing or level-funding the Carl Perkins Act. Language should be included in the "Findings" section of the bill to encourage an increased State and local investment in vocational-technical education as essential for the success of the transition from school-to-work. If vocational-technical education does not have adequate political and financial support, this new legislation will fail.

There is a great deal of concern in the field with the definition of "broad occupational clusters" and "industry sectors" as they are used to apply to the requirements for earning a skill certificate. Employers that vocational educators deal with on a daily basis want students who are sufficiently educated and trained to perform a job, but who can learn and adapt to new technologies. There must be a balance between broad skills and specific skills. We may want to avoid the German system of certification in over 200 occupational areas, but we should also avoid certification that is so broad as to be meaningless. Each industry or business must be able to determine skill requirements for a job without the imposition of an ill-defined "test" to determine "broadness."

In order to gain widespread business involvement, particularly that of small business, unpaid work experiences must be allowed, or grants made under this legislation should be available to pay student wages. As a compromise, unpaid work experiences could be structured as part of the initial work experience in job-shadowing and internships where students learn about "all aspects of an industry". These can then evolve into required paid experiences in the latter years of the school-to-work program.

Students and parents must play an integral role in the development of school-to-work systems in order for participation to be broad. Vocational student organizations should be specifically included in the bill for the employability and leadership skills they instill in students. We support the amendments submitted to this Committee by the Vocational Industrial Clubs of America.

Specific provisions requiring comprehensive career guidance and counseling must also be included. This must be a part of any marketing effort and is the only way to ensure that students have all the facts in order to make decisions with respect to career majors and available employment.

Any school-to-work system must be coordinated with existing State plans, particularly the Perkins Act. If more direction in this area is not provided, the legislation will not create a system, but rather a set of fifty or more systems across the country. Currently, the legislation only states that funds from the different programs be coordinated. Definitions such as "elements of an industry" should be changed to "all aspects of an industry" to agree with the Perkins Act definition.

The School-To-Work Opportunities Act must also be coordinated with the Goals 2000: Educate America Act; the Elementary, Secondary Education Act; and the Higher Education Act. If school-to-work transition opportunities are not an integral part of school reform and school improvement efforts, then they will become just another add-on program. The State of Washington offers an excellent example of how to successfully implement a school-to-work system by making it a part of school reform. Their school-to-work system is restructuring schools around career pathways in which all students participate. It is not a "non-college bound" program. All the education bills now moving through Congress should be a part of a nationwide workforce development effort, not isolated attempts at piecemeal change.

In order to really change what and how students learn, sufficient resources must be dedicated to teacher training, retraining, planning, and curriculum development. A major part of school-to-work funds should be focused on in-service training to existing teachers and incentive grants to teacher education programs to change how new teachers entering the profession approach teaching. These in-service and pre-service programs must focus on practical application of academic instruction, the integration of vocational and academics, and approaches to team teaching. Leadership training and technical assistance to State level staff must also be adequately supported if school-to-work is to become a self-sustaining system after federal dollars are no longer available.

Funds should also be available to ensure that any school-to-work system complies with the Americans with Disabilities Act and other pertinent civil rights statutes applicable to students with disabilities or other special population students.

While AVA understands the need for including a waiver authority under the legislation, we believe waivers must be approached very carefully. Flexibility is needed, but the specific goals of Congress should not be overridden and there must be the opportunity for sufficient public evaluation of waiver requests and a grievance procedure established when waivers potentially undermine the specific intent of federal law. This process must be open and subject to periodic review by all interested parties.

With these refinements, the American Vocational Association is confident that the School-To-Work Opportunities Act can be a catalyst for positive change in preparing our students for a highly skilled jobs in a globally competitive economy.

Thank you, Mr. Chairman.

Mr. KILDEE. Thank you, Mr. Callahan. Before we go on to Mr. Chase, I would like to ask consent that the resolution from the Flint City Council be included in the record.

[The information follows:]

City of Flint

STATE OF MICHIGAN, COUNTY OF GENESEE

CERTIFICATION

I, Louis A. Hawkins, DO HEREBY CERTIFY that I am the duly elected City Clerk of the City Of Flint, Michigan, and as such City Clerk I am the keeper of the minutes and records of the proceedings of the City Council of said City and have in my custody the ordinances and records of said City.

I DO FURTHER CERTIFY that attached is a true and correct copy of

Resolution No: **931527** **Version: 0**

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the corporate seal of the City Of Flint aforesaid, this 26th day of October, 1993.

Louis A. Hawkins, City Clerk

CORPORATE
SEAL

Presented: 10/25/93

Adopted: 10/25/93

By the Clerk:

WHEREAS, the U.S. Congress is conducting a hearing on House Bill 2884: School to Work Opportunities Act of 1993; and

WHEREAS, Congressman Kildee is Chairman of the Committee and seeking input from the public and institutions on House Bill 2884; and

WHEREAS, Hurley Medical Center has been involved with the Career in Health Program through the Genesee Area Skill Center; and

WHEREAS, "Careers in Health" Program has increased from eleven to one-hundred students; and

WHEREAS, it has provided career information, work site training, and experience with the world of work, and summer jobs for students in this community.

NOW, THEREFORE, BE IT RESOLVED, that the Flint City Council supports H.B. 2884: School to Work Opportunities Act of 1993; and supports adoption of H.B. 2884 by Congress.

APPROVED BY
CITY COUNCIL

OCT 25 1993

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Mr. KILDEE. Mr. Chase.

Mr. CHASE. Thank you, Chairman Kildee.

Chairman Kildee, Mr. Goodling, members of the committee, my name is Bob Chase. I am Vice President of the National Education Association which does represent more than 2 million education employees. And I do appreciate the opportunity to talk with you this morning about H.R. 2884, the School-to-Work Opportunities Act. At this time, I would like to request that my written statement be submitted for the record.

Mr. KILDEE. Without objection, it will be included in its entirety.

Mr. CHASE. Thank you, sir.

NEA's view, any school-to-work program should be an education program first and a career training program second.

The primary client must be the student; not the school, or not the employer. And the student must receive a strong academic foundation because the strength of the academic component will affect the entire school-to-work program.

A school-to-work program that is well-twined and well run and is based on a commitment to education will provide students with an additional incentive for completing high school. It will help them prepare to make their way in the increasingly complex world of work, a good school-to-work program will offer a potential dropout a way to remain in school and to graduate.

Such a program can help a student to find his or her goals and start preparing for employment or additional education when there is a comprehensive career exploration component beginning in the early grades. To this end, we note that the School-to-Work Opportunities Act calls for a workplace mentor but not a school-site mentor.

We would favor the addition of language providing for a school-site mentor who would be designated as the student's advocate. This mentor would be involved in the planning of the student's program and would monitor the student's progress.

The school-site mentor would be chosen at the school level and could be a teacher or a counselor or another education professional employed at the school. This individual would also be involved with the workplace mentor in the connecting activities to bridge the academic component and the work experience. School-to-work legislation should build on the education reforms now on the way. H.R. 2884 references the Goals 2000 Educate America Act as a way of linking school-to-work and education reform.

Such a linkage, we believe, is important. But the scope of school restructuring goes beyond just the Goals 2000 bill. Reform is already taking place in many schools. A collaborative approach is working well in such programs. With such models in mind, we would like to see language in H.R. 2884 that would allow for curriculum development at the local level, not just the State level.

We are also interested in expanding the bill to call for staff development abilities and adequate planning time for teachers and for the specific presence of teachers and counselors on the rosters of local partnerships. We believe these are crucial but modest changes that would help ensure that the school-to-work program is fully integrated into the school program.

We view the establishment of a new school-to-work system as a complement to existing programs that are effective. In this regard, we would object to efforts to minimize the importance of vocational and technical education case programs authorized by the Perkins Act. Many of these programs are already providing excellent career opportunities, career education, and they will provide the foundation for a school-to-work program.

Throughout the bill, there are references to the training of professionals involved in the school-to-work programs. We believe it would be helpful to expand the planning pertaining to training to include specifics on the type of training plan and who could conduct it. This would indicate recognition of the specific contributions that teachers, counselors, employers and others could make to the various training segments.

We like the language of H.R. 2884 that calls for national evaluation of school-to-work programs because it seems to preclude the use of a single standardized test. We would hope that the individual student evaluations would be consultative in nature. These evaluations should be designed to provide an ongoing process of review and problem solving. This process would address each student's academic progress, work-based knowledge and goals.

Some language to expand the description of individual student evaluations seems warranted to assure that a single standardized test would not be used to evaluate students. The enactment of a comprehensive system of school-to-work transition programs will not only provide a bridge to well-paid employment, but will also enhance the Nation's economic well-being.

We look forward to working with the members of this committee to ensure that the laudable goals of that item are met. Thank you very much.

Mr. KILDEE. Thank you very much, Mr. Chase.

[The prepared statement of Mr. Chase follows:]

ROBERT CHASE

Mr. Chairman and Members of the Committee:

I am Robert Chase, Vice President of the The National Education Association (NEA), which represents more than two million education employees. I appreciate the opportunity to offer testimony on H.R. 2884, the School-to-Work Opportunities Act. The NEA applauds the efforts of President Clinton, Secretaries Riley and Reich, Chairman Ford, and others who are dedicated to preparing high school students for high skills, high wage jobs.

The statistics are familiar. Half of the students who graduate from high school each year do not continue on to a four-year college. Of those who do enter college, only about half actually complete a baccalaureate degree. Many high school graduates do not establish themselves on a career path until five or even ten years after high school graduation, and even then their options are often very limited. It is clear that a new, innovative system is required, one that will provide options for secondary students and those who have graduated.

In our view, any school-to-work program should be an education program first, and a career training program second. This means that the program should provide a strong academic foundation, because this foundation, or the lack of one, will affect every other aspect of the school-to-work program. The student must be the primary client, not the employer or the school.

Through a combination of school-based learning, work-based learning, and connecting activities to link the work

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experience to academic preparation, the school-to-work system described in H.R. 2884 would enable participants to obtain a high school diploma, a certificate indicating mastery of a cluster of occupational skills, and soon, it is hoped, a job in the individual's chosen field. Students participating in school-to-work programs would not be precluded from also pursuing a college degree. Many students in existing school-to-work programs go on to do just that.

A school-to-work program that is well-defined and well-run and is based on a strong commitment to education will provide students with an additional incentive for completing high school and will help them prepare to make their way in the increasingly complex world of work. A good school-to-work program can offer a potential dropout a way to remain in school and graduate. Through a comprehensive career exploration component that is implemented in the early grades, a school-to-work program can help a student who is unsure of his or her goals to define them and start preparing for employment or additional education.

To this end, we note that the School-to-Work Opportunities Act calls for a workplace mentor but not a school site mentor. We would favor the addition of language providing for a school site mentor, who would be designated as the student's advocate. This individual would participate in the planning of the student's school-to-work transition plan and would monitor the student's progress. The school site mentor would be chosen at the school level and could be a teacher, a counselor, or another education professional employed at the school. The school site mentor would also be closely involved, with the workplace mentor, in the connecting activities that would provide a bridge between the academic component and the work experience.

The legislation should build upon education reforms now underway. H.R. 2884 references the Goals 2000: Educate America Act as a way of linking school-to-work to education reform. Such a linkage is essential, we believe, but the scope of school restructuring goes beyond the one bill, Goals 2000. There are schools in which reform is taking place already, using a collaborative approach that encourages parents, students, and staff to take an active role in designing and implementing the restructuring plan. With such models in mind, we would like to see language in the bill that would allow for curriculum development at the local level, not just the state level. We would also be interested in expanding the bill to call for staff development, adequate planning time, and other capacity building activities for teachers and for the specific presence of teachers and counselors on the rosters of the local partnerships. We believe these changes are crucial ones that would increase students' chances of receiving a strong academic foundation and participating in a school-to-work program that is fully integrated into the school program.

Moreover, we view the establishment of a new school-to-work system as a complement to existing programs that are effective. In this regard, we would object to efforts to minimize the importance of the vocational and technical education programs authorized by the Perkins Act. Many of these programs are already providing excellent career education at the local level, and they could provide the foundation for a local partnership's design for a school-to-work program. School-to-work designs that build onto good programs already in place would be among the most efficient and realistic. Such an effort is called for in H.R. 2884, and we strongly agree with that concept.

Throughout the bill there are references to training of the professionals involved in school-to-work programs. The language doesn't specify who is to conduct the training, and it would be helpful to add language requiring that grant applications should include specifics on the type(s) of training planned and who would conduct it. This would indicate recognition of the specific contribution that training by teachers, counselors, employers, and others could contribute to various aspects of school-to-work training and would enhance collaboration.

Evaluations of student performance and progress and of the overall school-to-work system are called for in H.R. 2884. We like the scope of the language providing for national evaluations of school-to-work programs because it seems to preclude the use of a single standardized test and it includes gaining specific information on actual job placement rates. We would hope that the individual student evaluations would be consultative in nature, designed to provide for an ongoing review and problem-solving process addressing each student's academic progress, work-based knowledge, and goals. Some language to expand the description may be warranted, to assure that a single standardized test would not be used to evaluate students.

The School-to-Work Opportunities Act can bring about a fundamental and positive change in education and job training. The enactment of a comprehensive system of school-to-work transition programs will not only provide a bridge to well-paid employment but will also enhance the nation's economic well-being. We look forward to working with the members of this committee to ensure that the laudable goals of the system are met.

Thank you.

Mr. KILDEE. Ms. Mershon.

Ms. MERSHON. Mr. Chairman, I want to thank you for the opportunity to appear before you and your distinguished committee this morning. I am here in my capacity as Vice Chair of the Louisville area Chamber of Commerce, and I bring with me over 30 years of workplace experience as a health care professional, most recently as a Senior Vice President of Humana, a National Health Care Corporation which employed over 65,000 employees.

As Vice Chair of Louisville Chamber of Commerce, I bring a marketplace perspective to the policies and practices and the staff of the Kentucky Educational Workplace Institute. This division of Chamber was created in 1989 by Malcolm Chancey, the Chairman and CEO of Liberty National Bank in Louisville and Mr. John Dunlop, former Secretary of Labor and currently of Harvard University.

The mission of the Institute is to promote the development and delivery of an educated, quality workforce which can compete in the global marketplace. The institute is a catalyst. It brings together leadership from business, education, labor, and government to shape a common vision of the dynamic economy which is needed for the future of Louisville and the workforce skills of educated men and women in bringing about this future.

Historically, education has been a weakness for the Louisville area and for the Commonwealth of Kentucky. This weakness has been manifested by workforce illiteracy problems, lack of skills or attitudes that lend themselves to retraining for modern occupations as well as management styles. For those reasons, population has not grown in the past decade. In fact, it has declined.

The State of Kentucky and the Commonwealth of Kentucky has the second lowest growth pattern in the United States. And as a result, businesses are more dependent upon the existing workforce than comparable communities and States with whom we compete.

An Institute survey showed that two-thirds of employers surveyed in the Greater Louisville area had experienced a shortage of qualified employees during the past five-year period.

Despite this historic and continuing weakness, the Louisville area has repositioned itself in recent years through workforce development and adult literacy programs as well as the nationally recognized public education system with a dropout rate of only 2.9 percent. Additionally, the Commonwealth of Kentucky has recently gained international prominence as a leader in education reform.

The Chamber's Education Work Force Institute has been a major force in making excellence in education and training one of our community's highest priorities. In fulfilling its mission of promoting the development of a competitive workforce, the work of the Institute falls into three major areas. First, we work to identify workplace requirements. We want to know what employers' needs are and, to a great extent, we are attempting to also understand what the needs—development needs of employees continues to be.

For example, we have learned through surveys, case studies and focus groups, that employers and employees in the Louisville area feel that skills such as teamwork, self-direction, oral and written communication, problem analysis, logical reasoning and problem solving are major skill requirements that must be developed in the students in our community.

Secondly, we then use that information to bring together a strategic alliance of the major stakeholders—education, business, government and labor—to try to make certain that, as a community, we deliver students and workers with those kinds of requisite skills.

And thirdly, we are attempting to bring leadership to the development of high performance work environments within our community because we know that if we deliver students and workers with the kinds of skills that the employers think they need in the future, if we deliver those workers tomorrow, the organizations themselves would have difficulty assimilating and utilizing those workers properly.

I am here today to speak in support of the School-to-Work Opportunities Act of 1993 and the importance of this Act in helping our community meet the needs of the 25 percent of the future workforce who are presently in school. The Chamber through the Institute recently initiated the Greater Louisville Youth School-To-Work Initiative—which has too many words in it, but we try to do the best we can with it—and it is a youth apprenticeship/internship program.

This program is for young people ages 13 to 21, and it combines classroom instruction and workplace learning. It bridges middle school, high school, and postsecondary education, and it results in the achievement of specific academic and workplace skills. The Louisville model has been initially driven through the Jefferson County Public School system—which, incidentally, has 90,000 students—and we have done that because of recent restructuring that has occurred within the school system at the secondary level.

Through the development of magnet career academies throughout the community, our hope is to ultimately expand our model to other school systems within the metropolitan area. Our youth apprenticeship model is structured through a curriculum that focuses on learning in the context of the workplace.

It is our belief that students must understand how they will apply and utilize academic course content. The Louisville model actually covers youth apprenticeship, internship and pre-apprenticeship programs. I have delivered to this committee brochures from the Chamber which outline the elements of our model and the collaborative career education efforts in each program.

Tom Davisson, to my right, of Sullivan College in Louisville will share with this committee, shortly, information about one example of our apprenticeship model in which his school partners with a local high school and the Kroger Company.

The design elements in our brochure are consistent with the purposes and congressional intent of your School-to-Work Opportunities Act of 1993. The following industry leaders are involved in the Louisville model: Kentucky Fried Chicken; Hook's SupeRx, Incorporated, a pharmacy chain; Capital Holding Corporation, an insurance corporation; Howell Brothers; Specialty Tool and Machine Company; and the Kroger Company. They are all committed to the components outlined in section 3 of your legislation which focuses on transforming the workplace into an active place of learning by making employers full partners in providing high quality, work-based learning experiences to students.

I want to highlight some of the design elements in the Louisville model that are not inclusive in your legislation or that differ from it.

The Louisville initiative includes a strong guidance component that focuses on career awareness and assessment beginning in the middle schools. This is to increase the awareness level of students to the importance of and the need for various academic subjects as they relate to many career options. The Louisville model incorporates a job relevance to the subject material covered in school.

Mr. Goodling mentioned, in his opening statement, his concern about the need to provide this career counseling at the middle school level and we concur.

The Louisville model includes at least one year of secondary and one year of postsecondary education. We believe that youth apprenticeship must facilitate advancement if it is to be seen as an attractive option. We believe that youth apprenticeship models should specify that most secondary credits and certificates be transferable to four-year academic programs. In other words, we believe strongly that articulation agreements between the various levels of education or educational partners must take place. The Louisville initiative includes a strong guidance component that focuses on career awareness and assessment beginning—excuse me. I apologize. I said that a minute ago. I got off track.

Our programs ensure that business and industry partners and employers provide paid work experience and guided curriculum-related learning opportunities at approved worksites. A youth apprenticeship program of progressively higher quality as the student moves through the program should be tied to career ladders in the industry. This employment could start with summer employment but must lead to a solid position within the industry in the 11th and 12th grade.

I would like to close by urging you to establish school-to-work opportunities systems which give local communities and businesses directly affected by this initiative as much flexibility and local control as possible to design a system that really meets their needs. There must also be a sensitivity to established apprenticeship programs and other collaborative models at the local level to learn from their experience and rich histories.

In Louisville, we have demonstrated that business and education in partnership with government and labor can make a difference. The leadership of the Chamber of Commerce, we believe, can be a model for other communities. While many other communities may also be developing school-to-work programs, the real news in the Louisville initiative, I believe, is the high degree of collaboration between and commitment of the major stakeholders in achieving workforce competitiveness.

In the near future, we will be working with the U.S. Chamber of Commerce which will be actively engaged in showing its Chamber members how they too will make a difference and the Louisville model will be used as an example.

I would like to thank you, Mr. Chairman, for the opportunity to share with you the philosophy goals and current programming with the youth apprenticeship program in Louisville. Thank you.

[The prepared statement of Ms. Mershon follows:]

STATEMENT OF KATHRYN MERSHON, VICE-CHAIR, LOUISVILLE AREA CHAMBER OF COMMERCE

Mr. Chairman, I want to thank you for the opportunity to appear before you and your distinguished committee. I am here today in my position as Vice-Chair of the Louisville Area Chamber of Commerce and I bring with me over 30 years of workplace experience as a professional in the health care industry, most recently as a Vice President for Administration at Humana, a National Health Care Corporation which employed 65,000 individuals.

As Vice Chair of the Louisville Area Chamber Board, I bring a marketplace perspective to the policies, programs and staff of the Kentuckiana Education & Workforce Institute. This division of the Chamber was created in 1989 by Malcolm Chancey, President, Liberty National Bank in Louisville and former Secretary of Labor, Mr. John Dunlop of Harvard University. Its mission is to promote the development and delivery of an educated, quality workforce in the Greater Louisville area that is able to compete in a global marketplace.

The institute is the catalyst that brings together leadership from business, government, unions, and education to shape a common vision of the dynamic economy needed for the future of Louisville and the workforce skills needed of educated men and women in bringing about this future.

Historically, education has been a weakness for boty the Louisville area and for the State. This weakness is manifested by workforce illiteracy problems and the lack of skills or attitudes that lend themselves to retraining for modern occupations and management styles.

Further, this region's population has not grown in the past decade. In fact, Kentucky has the second lowest growth pattern in the United States. And as a result, businesses are more dependent on the existing workforce than comparable communities and States. An Institute survey showed that two-thirds of companies surveyed had experienced a shortage of qualified candidates during the past five-year period.

Despite the historic and continuing weakness, the Louisville area has repositioned itself in recent years through workforce development and adult literacy programs and a nationally recognized public education system with a dropout rate of only 2.9 percent. Additionally, the Commonwealth of Kentucky has recently gained international prominence as a leader in education reform.

The Chamber's Education and Workforce Institute has been a major force in making excellence in education and training one of our community's highest priorities. In fulfilling its mission of promoting the development of a competitive workforce, the work of the Institute is:

- Identification of workplace requirements.

  For example, we have learned that employers need a broader range of skills in their current and future workforce. This includes teamwork and self-direction; oral and written communication; problem analysis; logical reasoning and problem solving.

- Creating strategic alliances between stakeholders to assure that workers possess the requisite skills.

- Giving leadership to the development of high performance organizations which are able to assimilate and properly utilize highly skilled workers.

I am here today to speak in support of the "School-to-Work Opportunities Act of 1993" and the importance of this Act in helping our community meet the needs of the *25 percent of the future workforce* that are presently in school.

The Chamber through the Institute recently initiated the Greater Louisville Youth School-To-Work Initiative, a youth apprenticeship/internship program. This program is for young people ages 13–21, and combines classroom instruction with workplace learning. It bridges middle school, high school, and postsecondary education and results in the achievement of specific academic and workplace skills.

The Louisville model is initially driven through the Jefferson County Public Schools because of restructuring that has recently occurred at the secondary level through the development of magnet career academies. Our hope is to expand this model to other school systems in the metro area.

Our youth apprenticeship model is structured through a curriculum that focuses on learning in the context of the workplace. It is our belief that students must understand how they will apply and use academic course content.

The Louisville model actually covers youth apprenticeship, internship and pre-apprenticeship programs. I have delivered to this committee brochures that outline the elements of our model and the collaborative career-education efforts in each program. Tom Davisson of Sullivan College in Louisville will share with this committee an example of our apprenticeship model in which his school partnered with a high school and the Kroger Company.

These design elements are consistent with the purposes and congressional intent of your School-to-Work Opportunities Act of 1993. The following industry leaders are involved in the Louisville model: Kentucky Fried Chicken; Hook-Super-X, Inc., Capital Holding Corporation, Howell Brothers Specialty Tool and Machine Company, and the Kroger Company. They are all committed to section 3 of your legislation which focuses on transforming the workplace into an active place of learning by making employers full partners in providing high quality, work-based learning experiences to students.

I want to highlight some of the design elements in the Louisville model that are not inclusive to your legislation or differ from it.

The Louisville initiative includes a strong guidance component that focuses on career awareness and assessment beginning in the middle schools. This is to increase the awareness level of students to the importance of and need for various academic subjects as they relate to many different career options. The Louisville model incorporates a job relevance to the subject material covered in school.

The Louisville model includes at least one year of secondary and one year of postsecondary education. Youth apprenticeship must facilitate advancement if it is to be seen as an attractive option. We believe that youth apprenticeship models should specify that postsecondary credits and certificates be transferable to four-year academic programs.

Programs ensure that business and industry partners/employers provide paid work experience and guided curriculum-related learning opportunities at approved worksites. A youth apprenticeship effort of progressively high quality as the student moves through the multi-year program and should be tied to clear career ladders in the industry. This employment can start with summer employment but must lead to a solid position within the industry during the 11th or 12th grade.

I would like to close by urging you that to establish school-to-work opportunities systems which give local communities and businesses directly affected by this initiative as much flexibility and local control as possible to design a system to meet their needs. There must also be a sensitivity to established apprenticeship programs and other collaborative models at the local level to learn from their experience and rich history.

In Louisville, we have demonstrated that business and education in partnership with government and labor can make a difference. The leadership of the Chamber of Commerce can be a model for other communities. In the near future, the U.S. Chamber of Commerce will be actively engaged in showing its new Chambers how they too can make a difference using Louisville as an example.

I want to thank you for the opportunity to share with you the philosophy, goals and current programming with youth apprenticeship in Louisville.

TRANSITIONS AND TRENDS:

POSITIONING FOR THE FUTURE

1992

LOUISVILLE
AREA CHAMBER
OF COMMERCE

THE KENTUCKIANA
EDUCATION AND WORKFORCE
INSTITUTE

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MISSION

MISSION

The mission of the Kentuckiana Education and Workforce Institute is to promote the development and delivery of an educated, quality workforce in Kentuckiana that is able to compete in a global marketplace.

The Chamber
The Louisville Area Chamber of Commerce

[redacted]

September 27, 1992

To the Greater Louisville Community

This has been a year of transition for the Kentuckiana Education and Workforce Institute. While continuing to build upon its strengths in data collection and information services, the Institute has also begun fulfilling a wider function — as an agent for change and a facilitator for the short- and long-term development of a flexible and educated workforce in Greater Louisville.

As global economic factors continue to affect our ability to compete, the Institute has taken as its charge a leading role in the development and delivery of an educated, quality workforce. The Institute is helping to position Greater Louisville for future success by tracking industry's needs and communicating them to the region's educational institutions and training providers. Programs such as the Education/Industry Exchange and the Career Fair are tangible evidence of the Institute's expanded direction.

During the past year, the Institute has effectively harnessed the energies of many leaders from business, education, government and labor. These dedicated individuals recognize that developing our human resources will strengthen our competitive edge, and they view the Institute's role in building a better local workforce as essential.

This third annual report highlights the Institute's specific actions and activities during the past year. It also articulates important job-related trends gleaned from three years of employer surveys. As we look to the future, we firmly believe that the Institute will continue to make a dramatic difference in this community and the quality of life of its citizens. We will proceed on a more action-oriented course, and we thank all of you for your generous support of and confidence in our efforts.

Sincerely,

Malcolm B. Chancey, Jr.
Chairman of the Board

Kathryn M. Merrihon
Vice Chair
Kentuckiana Education and
Workforce Institute

Bob Gayle
Robert H. Gayle, Jr.
President and CEO

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TRANSITION

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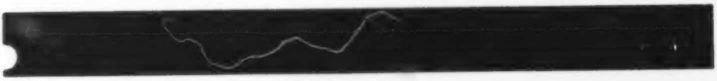
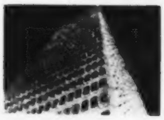


The complexities of international economies and the changing face of the American population have dramatically affected how we do business. To compete effectively in the global marketplace, communities must rethink how students are educated, as well as find new ways to retrain their existing workforces.



1992: The Year of Transition

Guided by a new executive director and the energies of its volunteers, the Institute launched several initiatives in 1992. It charted a more proactive course, adding urgency to its continuing efforts to inform the community of its educational needs. It also embarked upon new courses of action aimed at producing measurable results in the area of workforce improvement.

Institute's Reputation Grows

One of the goals of the Kentuckiana Education and Workforce Institute is to help get the word out on workforce issues, thereby creating an appreciation of their urgency. A growing awareness of the Institute in the local, regional and national arenas strengthened its image in 1992. The Institute's staff responds daily to requests for information about its activities from across the country. Executive Director Allen Rose showcased the Institute's activities at three major national meetings, including the U.S. Conference of Mayors. And, the Institute received recognition as a model for other communities in workforce development initiatives.

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Institute's Actions Directly Assist Workers

During this evolutionary year, the Institute has taken specific actions that have directly assisted workers. For example, the Institute spearheaded the effort to secure funds earmarked for workers displaced by the closing of Standard Gravure as well as young workers seeking an entree into the job market. Specifically, the Institute:

- Initiated a $466,000 grant awarded by the U.S. Department of Labor to provide retraining and job placement assistance for workers laid off because of the Standard Gravure plant closing.
- Helped secure a collaborative proposal for $22,000 from the Kentucky Workforce Development Cabinet to operate a youth apprenticeship program. Partners include the Institute, Louisville Urban League, Jefferson County Public Schools and the Private Industry Council.

Role As Liaison Benefits Both Business and Education

Since its inception, the Institute has acted as a liaison between business and education. Enhanced communication ultimately translates into better prepared workers. Concrete examples of the Institute's work in this area include:

- Working with the Ford Motor Company in the development of training facilities needed in the company's $650 million expansion in Louisville.
- Coordinating the development of a roofing apprenticeship program with the Roofing Contractors Association and the Jefferson County Public Schools.
- Serving as a broker between Habitat for Humanity, area vocational/technical schools and the Carpenters Union for on-the-job training at new Habitat home sites.

Development of Information Systems Continues

A key component of the Institute is the development of databases. The Survey Database tracks employers in the Louisville metropolitan area focusing on specifics such as the skills they desire in entry-level employees, how many expect to hire in the near term and other pertinent information. The Education and Training Database is a comprehensive list of providers of education and training in the region, spanning the spectrum from formal institutions to private trainers.

The Institute also ties in with information networks at Fort Knox, making lists of qualified workers soon to be discharged from the armed forces available to regional businesses.

Partnerships Key to Future Success

The Institute has successfully brought together representatives of business, education, labor and government in an effort to address the community's workforce needs. To date, more than 300 leaders from these areas have been involved in the Institute's efforts. Their continued support is critical to the future success of both the Institute and the Greater Louisville community.

"The work that you have done in Louisville should be used to encourage more mayors to experiment with workforce development models in their own communities."

Joan Crigger
U.S. Conference
of Mayors

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TRANSITION: THE EDUCATION/ INDUSTRY EXCHANGE

Created at the suggestion of several industry subcommittees, the innovative Education/Industry Exchange program of teacher internships is in its second year of operation. Industry subcommittee members saw a need for teachers to gain a better understanding of business environments so that they could better prepare students for the workforce. The exchange program was initiated to meet that need. It places teachers inside the business community for a period of time, where they can observe what skills should be taught future job-seekers so that they can become successful in the world of work.

This year's exchange, under the direction of the Task Force on School-to-Work Transition, expanded to include kindergarten through twelfth-grade teachers and counselors in the seven-county metropolitan area. More than 70 teachers applied. Local businesses sponsored 19 teacher interns for a period of four to six weeks during the summer of 1992. Jobs assigned teacher interns included:

- Writing, preparing and administering an examination for police officers
- Updating a PC database for a library/training resource center
- Developing a river-oriented history program for children
- Assisting and advising in software integration
- Screening and interviewing job candidates
- Deli merchandising and catering

"We applaud this program as an initial step in improving classroom instruction. I'm confident that these teachers will be more aware of the practical applications of basic skills after having such an experience. And we've learned a great deal from them as well. This program is a win-win situation."

Margaret Greene
President, South
Central Bell, Kentucky

Program Results

Teachers who participated in the program learned some valuable lessons, including:

- The importance of critical thinking, problem solving, teamwork and self-management skills in the workplace.
- The crucial roles of strong oral and written communication skills and interpersonal skills in employee success.
- The need for workers to be flexible and adapt to change.

Some teachers plan to change their methods of classroom instruction to teach skills effectively. For example, to teach teamwork, teachers may abandon the traditional style of standing in front of the class and instructing in favor of serving as a coach and facilitator, better allowing students to practice inside the classroom the skills they would later need in the workplace.

The Education/Industry Exchange is part of the Institute's systemic approach to bridging the gap between education and work. Teachers and counselors can better prepare students for the transition from school to work when they understand the real and changing needs of today's workplace.

Continually developing and maintaining a qualified workforce is critical to the Greater Louisville area. One way to get results is for businesses to strengthen the community's awareness of the opportunities available in the area.

A new initiative sponsored by the Institute is the Community Career Fair, scheduled for September 27 at the Kentucky Fair & Exposition Center. The idea for the career fair was generated by the Task Force on Dropout and Student Retention. This community-wide event gives both adults and student-age residents a chance to learn about their career opportunities, skill needs and post-secondary educational options as well as what types of retraining are available to them in the Louisville area.

The Vision:

The Institute has planned the Community Career Fair as an event at the Fairgrounds with booths set up by businesses, educational institutions and training providers. The booths will be visited by people in the region seeking career opportunities; people looking for a career change; recent and soon-to-be graduates; recent newcomers to the community; the unemployed; and those looking for appropriate educational opportunities. These people will receive information on what jobs and careers exist in the area. They also will learn whether they qualify for those jobs and, if they do not, where they can go to get education and training.

The Exhibitors:

Education and training booths will showcase colleges, career schools, private trainers and unions with apprenticeship programs. The schools in attendance will be representative not only of area educational opportunities, but also of colleges and universities from across the nation.

Business booths will include primary employers from the seven-county area. Employers will share information on the specifics of their businesses as well as the careers and jobs they offer. They also will discuss what education and training requirements are needed for employment.

Seminars will also be available throughout the day. Attendees can update themselves on such topics as how to change careers, techniques for interviewing and the skills that will be most needed in a changing workforce.

TRANSITION:
THE MOVE
TO TOTAL QUALITY

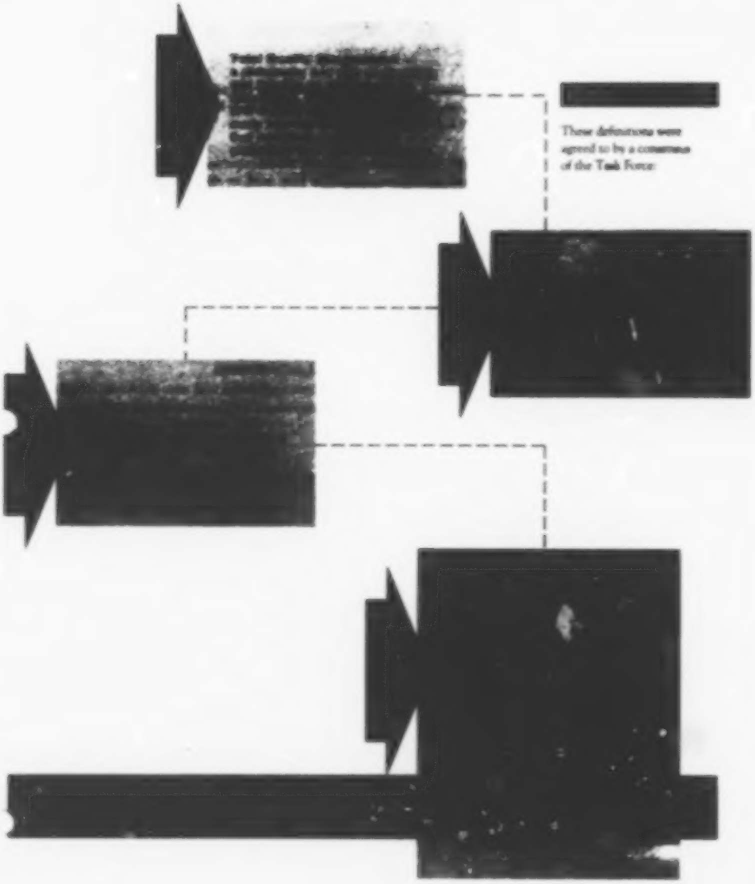
By the year 2000, Louisville will possess one of the highest concentrations of recognized "quality-managed" organizations in the world. This vision of excellence drives the Task Force on Total Quality Transformation. With strong commitments from its co-chairs and task force members, a plan is presently being shaped to achieve a quality evolution in the region.

The work of this task force dramatically demonstrates how the Institute is assisting community leaders as they move in bold, innovative directions. The task force facilitated the initiation of total quality programs for the City of Louisville and the Louisville Area Chamber of Commerce. It also provided the forum for a working group that developed the first Kentuckiana Quality Conference, scheduled for October 1992. The Conference is an opportunity to learn "why" and "how to" from company leaders practicing Total Quality Management and prospering in an ever-changing global marketplace.

By bringing together people with mutual concerns, the task force serves as the catalyst to move the community forward. Over the past two years, the Task Force on Total Quality Transformation has become the focal point for a cohesive and broad-based regional total quality effort.

Strategies and Approaches

	All Employers	Small Firms	Medium-sized Firms	Large Firms
Customer Partnerships	19.6	16.0	23.0	22.6
Employee Involvement	76.7	75.3	75.4	82.3
Incentives for Ideas for Improvement	33.9	29.2	37.7	45.2
Participatory Management	51.7	46.5	52.5	66.1
Statistical Process Control	16.6	8.6	27.0	27.4
Strategic Planning	33.5	25.5	39.3	50.0
Supplier Partnerships	16.6	14.0	20.5	19.4
Work Teams	45.5	34.6	55.7	66.1



These definitions were agreed to by a consensus of the Task Force:

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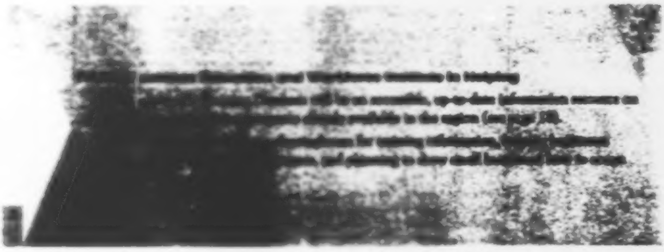
TREND: SMALL BUSINESS, BIG IMPACT

Because approximately 80 percent of our region's new jobs will come from businesses with less than 300 employees, meeting the human resource needs of these businesses is critical to the Greater Louisville area's economic future.

In 1992, the Industry Subcommittee on Small Business continued to identify training needs of regional small and growing businesses. After those needs are clearly labeled, the Institute will be able to promote and help facilitate a plan for developing and delivering the necessary employee training.

Focus group sessions with "CEO Roundtables" of the Chamber's Center for Small Business have already produced some conclusions about specific areas where training needs are strongest, including:

- Technical/specialized training in disciplines such as codes and standards for construction, tool- and die-making, electronics, zinc plating and other manufacturing skills.
- Sales, including customer service.
- Basic supervisory and management training for foremen who advance through the ranks and leadership training for managers and employees.
- Computer system management, plus training in the full utilization of computer capabilities.
- Basic skills training in reading, writing and mathematics.
- Life skills training for low-skilled workers, emphasizing work ethic and money management.
- Other training such as office skills, interpersonal and communication skills, Total Quality Management and teamwork.



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In an effort to more clearly define workforce challenges, the Institute has initiated case studies that will be used in formulating concrete recommendations for changes in current education curricula and training programs.

Case Studies on Essential Skills

Data from industry subcommittees and the Annual Employer Survey indicate that skill requirements are rising due to factors such as job redesign, advances in technology, workplace restructuring and globalization of the economy. These forces highlight the need for workers in all occupations to have more complex sets of skills than in the past, as well as inherent desires to learn.

The next step is to move beyond the data collection phase and chart a practical course for change. To accomplish this, case studies will be conducted to determine what elements of skills are essential to specific occupations within specific industries. For example, most regional employers emphasize the need for teamwork skills in both their current and future workforces. The case studies will provide a detailed understanding of what employers define as "teamwork."

Case Studies on the Attraction and Retention of a Quality Workforce

The Louisville metropolitan area is experiencing a shortage of qualified applicants in all types of industries, according to the Institute's Annual Employer Survey. In fact, 64 percent of all employers the region report a lack of qualified workers. The problem is most critical in health services, where [illegible] percent of local employers reported shortages, and in the hospitality sector, where 72 percent lack sufficient qualified job candidates.

With the area's slow population growth and aging workforce, the need for addressing these shortages becomes even more compelling.

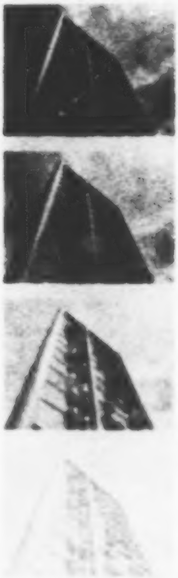
Initiating Action

Work on the case study in the health services industry has begun. The case study will develop a present and future scenario of essential skills for the health services industry and will elucidate the problems in attracting and retaining a qualified workforce for this industry.

Case study results will enable the Institute, area leaders, and education and training providers to develop practical plans for improvement. Currently, the Institute is devising strategies for disseminating the case study results and for affecting change.

By preparing for the future today, the Greater Louisville area can continuously improve its ability to compete for skilled workers and new industry.

TRENDS: THE 1992 ANNUAL EMPLOYER SURVEY



On April 1, 1992, the Kentuckiana Education and Workforce Institute mailed a survey to nearly 1,600 businesses in the seven-county Louisville Metropolitan Statistical Area. Some 433, or approximately 27.4 percent, of area businesses responded.

The survey sample was representative of the area's business structure:

- 56 percent of respondents employed less than 100 people
- 28 percent employed between 100 and 499
- 14 percent had 500 or more workers
- 1 percent did not answer

Data was gathered in the following five major categories:

- staff hiring
- hiring problems
- current workforce
- employee education and training
- organizational practices

Staff Hiring

Companies were asked about their hiring plans for the next 12 to 18 months.

- 71 percent plan to hire new staff
- 55 percent indicated that these hires will be both replacement and new positions

The most frequently mentioned job classifications where hires were expected in the next 12 to 18 months were:

- clerical
- managerial
- sales
- technical professionals
- laborer

The jobs for which Greater Louisville area companies said they experience the most difficulty finding qualified applicants were:

- technical professionals (17 percent)
- managerial (12 percent)
- sales (8 percent)
- technicians (6 percent)

Hiring Problems

Companies experienced the most hiring difficulties over the last five years in the following occupational areas:

- managerial (24 percent)
- sales (22 percent)
- technical professionals (22 percent)
- clerical (18 percent)

Although 64 percent of the area's companies have experienced shortages of qualified applicants, only 22 percent reported having strategic plans for meeting company manpower needs in the local workforce environment.

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Current Workforce

Companies were asked to rate the extent of their challenges and problems with their current employees. Those that were rated the highest can be grouped in the following categories:

- communications (verbal, written and interpersonal skills)
- work orientation (customer-focused attitudes, teamwork, work habits and employee attitudes)
- independence (problem solving, leadership)

The biggest and perhaps most significant change over the three years of the Annual Employer Survey is the ranking of employee attitudes among the top problems facing area businesses. Listed as the number one concern in both 1990 and 1991, employee attitudes dropped to ninth on the list in 1992. There are several possible explanations for such an extreme change. Employee attitudes may have improved. Also, three new categories of problem areas for employers—statistical process control, leadership skills and customer focused attitude—were added to the list of possible choices. Quite likely, the high ranking of leadership skills (tied for second place) and customer focused attitudes (sixth), contributed greatly to the lower ranking of employee attitudes. For a more detailed look at these numbers, consult the data summary beginning on the next page.

Employee Education and Training

About one-half (47 percent) of the respondents indicated that they currently offer formal in-house education and/or training programs for their employees. Larger businesses were much more likely to offer education and training programs than smaller companies (by a margin of 81 percent to 35 percent).

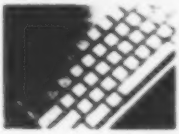
- 57 percent provide tuition benefits for post-secondary education for at least some of their employees
- 27 percent of employers provide formal career planning or counseling for their employees
- one-half of the large employers offer career planning or counseling

The majority of employee education and training is done by in-house staff. Of the firms which turned training over to outside providers:

- 46 percent brought in training consultants
- 43 percent hired the services of colleges and universities
- 38 percent used equipment manufacturers

Organizational Practices

Forty-six percent (or 197) of the companies in the sample reported using work teams in their places of business. Larger businesses were nearly twice as likely to report using work teams as smaller companies (66 percent versus 35 percent).



Data Centerpiece

The data centerpiece which follows contains three years of information culled from selected survey questions.

DATA CENTERPIECE

Top Five Problems

*All Employers

1990
1. Employee Attitude
2. Teamwork Skills
3. Problem Solving
4. Interpersonal Skills
4. Oral Communication

1991
1. Employee Attitude
2. Teamwork Skills
3. Problem Solving
4. Interpersonal Skills
4. Oral Communication

1992
1. Writing Skills
2. Leadership Skills*
2. Problem Solving
3. Oral Communication
4. Interpersonal Skills

*New category in the 1992 Annual Employer Survey

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Entry-Level Skills Employers Need

(mean on a 4-point scale with 1 as not important and 4 as very important)

All Employers

	1990	1991	1992
Positive Attitude	3.79	3.74	3.75
Teamwork Skills	3.44	3.38	3.42
Self-Direction	3.29	3.24	3.15
Writing Skills	2.94	2.84	2.84
Reading Skills	3.15	3.08	3.08
Oral Communication	3.32	3.27	3.20
Mathematical Reasoning	2.62	2.64	2.59
Computer Applications	2.57	2.47	2.46
Information Gathering	2.91	2.85	2.71
Problem Analysis	3.05	2.97	2.91
Problem Solving	3.09	3.11	3.00
Logical Reasoning	3.12	3.09	2.94
Evaluation	2.76	2.72	2.65

Small Employers

	1990	1991	1992
Positive Attitude	3.76	3.73	3.73
Teamwork Skills	3.40	3.35	3.40
Self-Direction	3.3[illegible]	3.27	3.25
Writing Skills	2.97	2.87	2.80
Reading Skills	3.11	3.07	3.05
Oral Communication	3.31	3.28	3.20
Mathematical Reasoning	2.62	2.74	2.65
Computer Applications	2.57	2.47	2.50
Information Gathering	2.96	2.94	2.74
Problem Analysis	3.05	3.04	2.93
Problem Solving	3.10	3.18	3.03
Logical Reasoning	3.19	3.19	3.00
Evaluation	2.81	2.81	2.68

Medium Employers

	1990	1991	1992
Positive Attitude	3.80	3.71	3.77
Teamwork Skills	3.51	3.37	3.43
Self-Direction	3.24	3.02	2.95
Writing Skills	2.89	2.60	2.86
Reading Skills	3.20	2.99	3.07
Oral Communication	3.31	3.10	3.14
Mathematical Reasoning	2.61	2.43	2.53
Computer Applications	2.53	2.36	2.37
Information Gathering	2.84	2.63	2.67
Problem Analysis	3.07	2.79	2.83
Problem Solving	3.10	2.94	2.94
Logical Reasoning	2.99	2.90	2.87
Evaluation	2.67	2.57	2.61

Large Employers

	1990	1991	1992
Positive Attitude	3.91	3.84	3.77
Teamwork Skills	3.43	3.54	3.44
Self-Direction	3.17	3.17	3.11
Writing Skills	2.91	3.26	2.90
Reading Skills	3.22	3.31	3.23
Oral Communication	3.30	3.46	3.27
Mathematical Reasoning	2.73	2.62	2.41
Computer Applications	2.65	2.58	2.39
Information Gathering	2.82	2.82	2.55
Problem Analysis	2.95	3.04	2.90
Problem Solving	3.05	3.11	2.90
Logical Reasoning	3.09	3.00	2.83
Evaluation	2.64	2.74	2.50

TREND: THE DATABASES

The Institute's state-of-the-art databases give the Greater Louisville area a unique, competitive edge while positively impacting economic development in the region. Easily accessible, continually-updated information enables businesses, educational institutions, and training providers to make decisions based upon fact, not "gut feelings" or intuition.

The Survey Database

Due to the confidentiality of the surveys completed by Louisville area businesses, the data are aggregated so that no answer can be attributed to an individual business.

Since 1990, the Institute has administered an Annual Employer Survey. The purpose of the survey is to track workforce changes such as hiring by specific industries, entry-level skills requirements, workforce shortages, current workforce problems, etc. This data allows the Institute to identify trends, patterns and changes in the workforce over time. The information is used by education and training providers to plan and develop appropriate programs. It also assists area employers in understanding common industry needs and provides accurate, specific workforce data to businesses considering relocating to the region.

The data can be provided by any combination listed below:

- Year(s): 1990, 1991, 1992
- Business size (number of employees): small 1 - 99, medium 100 - 499 and large 500+
- Industry type (14 categories are available): Health Services, Manufacturing, Retail and Wholesale Trade, Transportation and Utilities, etc.

The Education & Training Providers Database

The Institute, acting on the requests of area businesses and the Industry Subcommittees, developed this new database in an attempt to create a "master list" of area education and training providers. Businesses looking for training, may call the Institute and receive a full slate of available options.

The database, which will be fully operational in October 1992, will provide information such as:

- Providers of training
- Type of training: computer courses, customized training, teamwork skills, basic literacy, statistical process control, and others.
- Type of audience: clerical, hourly, management, executive
- References: each education and training provider will be required to list three clients as references.

This database provides unprecedented support to businesses seeking training for their employees. It will also highlight gaps in supply and programs that do not meet current needs — information the Institute can then use to develop additional strategies for meeting the Greater Louisville area's current and future training needs.

Advanced Technologies

Hiring in next 12 - 18 months
Yes 76.2% No 19.0%

Top Occupational Areas for Hiring
1 Sales
1 Technicians
2 Clerical
3 Managerial
3 Technical Professionals

Current Workforce: Top Five Problems
1 Writing Skills
2 Problem Solving
3 Oral Communication
4 Leadership Skills*
5 Knowing How to Learn

Entry-Level Skills Employers Need
1 Positive Attitude
2 Customer-Focused Attitude
Self-Direction
Teamwork Skills
4 Oral Communication

Strategic Plan for Future Workforce Needs
Yes 19.0% No 76.2%

Interested in Collaborative Training
Yes 61.9% No 28.6%

Does Your Company Have a Formal Education and Training Program?
Yes 57.1% No 42.9%

Level of Investment Per Employee for Education and Training

Increase	52.4 %
Maintain	42.9%
Decrease	0.0%

The Arts

Hiring in next 12 - 18 months
Yes 66.7% No 33.3%

Top Occupational Areas for Hiring
1 Other Occupations
1 Sales
2 Clerical
2 Customer Service
2 Managerial

Current Workforce: Top Five Problems
1 Customer-Focused Attitude*
1 Interpersonal Skills
1 Leadership Skills*
1 Problem Solving
1 Writing Skills

Entry-Level Skills Employers Need
1 Customer-Focused Attitude*
1 Positive Attitude
2 Reading Skills
3 Logical Reasoning
3 Teamwork Skills

Strategic Plan for Future Workforce Needs
Yes 33.3% No 66.7%

Interested in Collaborative Training
Yes 66.7% No 33.3%

Does Your Company Have a Formal Education and Training Program?
Yes 0.0% No 100.0%

Level of Investment Per Employee for Education and Training

Increase	66.7%
Maintain	33.3%
Decrease	0.0%

New category in the 1992 Annual Employer Survey

Development, Construction and Real Estate

Hiring in next 12 - 18 months
Yes 64.0% No 36.0%

Top Occupational Areas for Hiring
1. Laborers
2. Sales
3. Clerical
3. Mechanics/Laborers
3. Technical Professionals

Current Workforce: Top Five Problems
1. Problem Solving
2. Customer-Focused Attitude*
2. Writing Skills
3. Leadership Skills*
4. Knowing How to Learn

Entry-Level Skills Employers Need
1. Positive Attitude
2. Customer Focused Attitude*
3. Teamwork Skills
4. Self-Direction
5. Problem Analysis

Strategic Plan for Future Workforce Needs
Yes 20.0% No 76.0%

Interested in Collaborative Training
Yes 48.0% No 48.0%

Does Your Company Have a Formal Education and Training Program?
Yes 36.0% No 64.0%

Level of Investment Per Employee for Education and Training

Increase	48.0%
Maintain	48.0%
Decrease	0.0%

Education

Hiring in next 12 - 18 months
Yes 81.0% No 19.0%

Top Occupational Areas for Hiring
1. Clerical
2. Managerial
3. Nontechnical Professionals
4. Technical Professionals
5. Other Occupations

Current Workforce: Top Five Problems
1. Customer-Focused Attitude*
2. Leadership Skills*
3. Teamwork Skills
4. Oral Communication
4. Work Habits

Entry-Level Skills Employers Need
1. Customer-Focused Attitude*
2. Positive Attitude
3. Oral Communication
4. Logical Reasoning
4. Teamwork Skills

Strategic Plan for Future Workforce Needs
Yes 23.8% No 76.2%

Interested in Collaborative Training
Yes 76.2% No 23.8%

Does Your Company Have a Formal Education and Training Program?
Yes 66.7% No 28.6%

Level of Investment Per Employee for Education and Training

Increase	61.9%
Maintain	38.1%
Decrease	0.0%

New category in the 1992 Annual Employer Survey

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Finance, Insurance and Professional Services

Hiring in next 12 - 18 months
Yes 77.5% No 20.0%

Top Occupational Areas for Hiring
1. Clerical
2. Sales
3. Managerial
4. Customer Service
4. Technical Professionals

Current Workforce: Top Five Problems
1. Writing Skills
2. Customer-Focused Attitude*
3. Oral Communication
4. Problem Solving
4. Work Habits

Entry-Level Skills Employers Need
1. Positive Attitude
2. Customer-Focused Attitude*
Oral Communication
Teamwork Skills
5. Reading Skills
5. Self-Direction

Strategic Plan for Future Workforce Needs
Yes 25.0% No 6[illegible].5%

Interested in Collaborative Training
Yes 42.5% [illegible] 52.5%

Does Your Company Have a Formal Education and Training Program?
Yes 45.0% No 50.0%

Level of Investment Per Employee for Education and Training

Increase	42.5%
Maintain	47.5%
Decrease	2.5%

Government Service

Hiring in next 12 - 18 months
Yes 85.7% No 14.3%

Top Occupational Areas for Hiring
1. Clerical
2. Data Processing
2. Nontechnical Professionals
3. Laborers
4. Customer Service
4. Machine Operators
4. Managerial
4. Mechanics-Repairers

Current Workforce: Top Five Problems
1. Interpersonal Skills
2. Writing Skills
3. Employee Attitude
3. Oral Communication
4. Customer-Focused Attitude*

Entry-Level Skills Employers Need
1. Positive Attitude
2. Customer-Focused Attitude*
3. Oral Communication
4. Teamwork Skills
5. Reading Skills

Strategic Plan for Future Workforce Needs
Yes 21.4% No 78.6%

Interested in Collaborative Training
Yes 78.6% No 21.4%

Does Your Company Have a Formal Education and Training Program?
Yes 78.6% No 21.4%

Level of Investment Per Employee for Education and Training

Increase	57.1%
Maintain	42.9%
Decrease	0.0%

New category in the 1992 Annual Employer Survey

Health Services	**Hospitality**
Hiring in next 12 - 18 months	**Hiring in next 12 - 18 months**
Yes 96.6% No 3.4%	Yes 88.9% No 11.1%
Top Occupational Areas for Hiring	**Top Occupational Areas for Hiring**
1. Technical Professionals	1. Customer Service
2. Managerial	2. Managerial
3. Clerical	3. Nontechnical Professionals
4. Technicians	4. Clerical
5. Other Services	4. Sales
Current Workforce: Top Five Problems	**Current Workforce: Top Five Problems**
1. Teamwork Skills	1. Oral Communication
2. Interpersonal Skills	2. Customer-Focused Attitude*
2. Leadership Skills*	2. Day Care
3. Employee Attitude	2. Leadership Skills*
4. Problem Solving	2. Writing Skills
Entry-Level Skills Employers Need	**Entry-Level Skills Employers Need**
1. Positive Attitude	1. Customer-Focused Attitude*
2. Teamwork Skills	2. Positive Attitude
3. Customer-Focused Attitude*	3. Teamwork Skills
4. Oral Communication	4. Oral Communication
5. Reading Skills	5. Self-Direction
Strategic Plan for Future Workforce Needs	**Strategic Plan for Future Workforce Needs**
Yes 37.9% No 62.1%	Yes 16.7% No 83.3%
Interested in Collaborative Training	**Interested in Collaborative Training**
Yes 69.0% No 27.6%	Yes 72.2% No 22.2%
Does Your Company Have a Formal Education and Training Program?	**Does Your Company Have a Formal Education and Training Program?**
Yes 79.3% No 20.7%	Yes 44.4% No 11.1%
Level of Investment Per Employee for Education and Training	**Level of Investment Per Employee for Education and Training**
Increase 69.0%	Increase 44.4%
Maintain 27.6%	Maintain 50.0%
Decrease 3.4%	Decrease 0.0%

**New category in the 1992 Annual Employer Survey*

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Manufacturing

Hiring in next 12 - 18 months
Yes 68.2% No 27.1%

Top Occupational Areas for Hiring
1. Laborers
2. Technical Professionals
3. Machine Operators
4. Clerical
4. Managerial

Current Workforce: Top Five Problems
1. Leadership Skills*
2. Problem Solving
3. Writing Skills
4. Oral Communication
5. Knowing How to Learn

Entry-Level Skills Employers Need
1. Positive Attitude
2. Customer-Focused Attitude*
   Teamwork Skills
   Self-Direction
5. Problem Solving

Strategic Plan for Future Workforce Needs
Yes 22.4% No 76.6%

Interested in Collaborative Training
Yes 58.9% No 34.6%

Does Your Company Have a Formal Education and Training Program?
Yes 49.5% No 48.6%

Level of Investment Per Employee for Education and Training

Increase	58.9%
Maintain	37.4%
Decrease	0.9%

Nonprofits

Hiring in next 12 - 18 months
Yes 61.5% No 30.8%

Top Occupational Areas for Hiring
1. Clerical
2. Managerial
3. Customer Service
3. Nontechnical Professionals
4. Data Processing
4. Laborers
4. Technical Professionals

Current Workforce: Top Five Problems
1. Writing Skills
2. Oral Communication
3. Interpersonal Skills
4. Employee Attitude
4. Problem Solving

Entry-Level Skills Employers Need
1. Positive Attitude
2. Customer-Focused Attitude*
3. Oral Communication Skills
3. Teamwork Skills
4. Self-Direction

Strategic Plan for Future Workforce Needs
Yes 7.7% No 76.9%

Interested in Collaborative Training
Yes 53.8% No 46.2%

Does Your Company Have a Formal Education and Training Program?
Yes 53.8% No 46.2%

Level of Investment Per Employee for Education and Training

Increase	30.8%
Maintain	61.5%
Decrease	7.7%

*New category in the 1992 Annual Employer Survey

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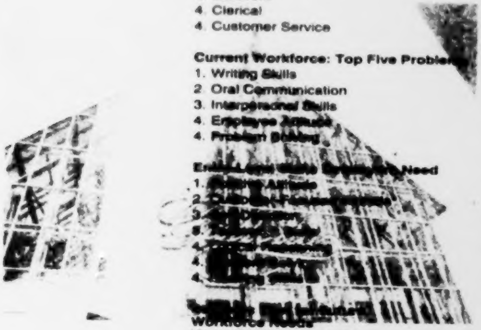
PROFILES



Printing, Publishing and Communications

Hiring in next 12 - 18 months
Yes 68.6% No 31.4%

Top Occupational Areas for Hiring
1. Sales
2. Machine Operators
3. Laborers
4. Clerical
4. Customer Service

Current Workforce: Top Five Problems
1. Writing Skills
2. Oral Communication
3. Interpersonal Skills
4. Employee Attitude
4. Problem Solving

Entry-Level Skills Employers Need
1. [illegible]
2. [illegible]
3. [illegible]
3. [illegible]
4. [illegible]
4. [illegible]
4. [illegible]

Strategic Plan for Future Workforce Needs
Yes 20.0% No 77.1%

Interested in Collaborative Training
Yes 40.0% No 54.3%

Does Your Company Have a Formal Education and Training Program?
Yes 28.6% No 68.6%

Level of Investment Per Employee for Education and Training

Increase	40.0%
Maintain	60.0%
Decrease	0.0%

Retail and Wholesale Trade

Hiring in next 12 - 18 months
Yes 54.9% No 42.7%

Top Occupational Areas for Hiring
1. Sales
2. Clerical
3. Laborers
4. Customer Service
5. Data Processing

Current Workforce: Top Five Problems
1. Writing Skills
2. Problem Solving
3. Leadership Skills*
4. Mathematical Reasoning
5. Employee Attitude

Entry-Level Skills Employers Need
1. Positive Attitude
2. Customer-Focused Attitude*
3. Teamwork Skills
4. Oral Communication
5. Self-Direction

Strategic Plan for Future Workforce Needs
Yes 17.1% No 76.8%

Interested in Collaborative Training
Yes 47.6% No 41.5%

Does Your Company Have a Formal Education and Training Program?
Yes 30.5% No 67.1%

Level of Investment Per Employee for Education and Training

Increase	50.0%
Maintain	43.9%
Decrease	0.0%

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Small Business	Transportation and Utilities
Hiring in next 12 - 18 months	**Hiring in next 12 - 18 months**
Yes 66.3% No 30.0%	Yes 76.2% No 23.8%
Top Occupational Areas for Hiring	**Top Occupational Areas for Hiring**
1. Sales	1. Clerical
2. Clerical	2. Mechanics-Repairers
3. Laborers	3. Laborers
4. Managerial	3. Managerial
5. Technical Professionals	3. Transportation
Current Workforce. Top Five Problems	**Current Workforce: Top Five Problems**
1. Writing Skills	1. Leadership Skills*
2. Problem Solving	2. Interpersonal Skills
3. Leadership Skills*	2. Oral Communication Skills
3. Oral Communication Skills	3. Writing Skills
4. Customer-Focused Attitude*	4. Employee Attitude
Entry-Level Skills Employers Need	**Entry-Level Skills Employers Need**
1. Positive Attitude	1. Positive Attitude
2. Customer-Focused Attitude*	2. Customer-Focused Attitude*
* Teamwork Skills	3. Teamwork Skills
Self-Direction	4. Oral Communication
5. Oral Communication	4. Self-Direction
Strategic Plan for Future Workforce Needs	**Strategic Plan for Future Workforce Needs**
Yes 15.6% No 79.8%	Yes 19.0% No 76.2%
Interested in Collaborative Training	**Interested in Collaborative Training**
Yes 48.1% No 45.3%	Yes 57.1% No 33.3%
Does Your Company Have a Formal Education and Training Program?	**Does Your Company Have a Formal Education and Training Program?**
Yes 35.0% No 63.0%	Yes 61.9% No 38.1%
Level of Investment Per Employee for Education and Training	**Level of Investment Per Employee for Education and Training**
Increase 48.6%	Increase 66.7%
Maintain 47.3%	Maintain 33.3%
Decrease 0.6%	Decrease 0.0%

*New category in the 1992 Annual Employer Survey

KENTUCKIANA EDUCATION AND WORKFORCE INSTITUTE

Vice Chair	Kathryn M. Mershon, Humana Inc.

Leadership Council

Industry Subcommittees

Advanced Technologies	Jay H. Parkins, IBM Corporation
The Arts	Marlow G. Burt, Kentucky Center for the Arts Marilee Hebert-Slater, Actors Theatre of Louisville
Development, Construction and Real Estate	Richard L. Good, NTS Corporation Lawrence J. Leis, Louis & Henry Group, Inc.
Education	Martin L. Bell, Jefferson County Public Schools Dennis C. Golden, University of Louisville
Finance, Insurance and Professional Services	Charles D. Barnes, First Kentucky National Corporation C. Edward Glasscock, Brown Todd & Heyburn
Government Services	Larry R. Bond, Jefferson County Judge/Executive's Office Joan Riehm, City of Louisville — Mayor's Office
Health Services	Kathryn M. Mershon, Humana Inc. G. Rodney Wolford, Alliant Health System
Hospitality	Alberto Martinez-Fonts, Jr., Woodside Travel Services, Inc. Paul Lorenzen, Galt House Hotels
Manufacturing	Thomas M. Ryan, Ford Motor Co. Louisville Assembly Plant
Nonprofits	Robert C. Reifsnyder, Metro United Way
Printing, Publishing and Communications	Mike Kelley, *Business First* Lawrence J. VonderHaar, *The Courier Journal*
Retail and Wholesale Trade	Howard D. Hogan, J. Bacon and Sons Company, Inc.
Small Business	Pamela Anderson, Private Industry Council Gregory A. Wohlleb, Wohlleb & Co.
Transportation and Utilities	James H. Heck, United Parcel Service David H. Owen, South Central Bell Telephone Company

Task Force Co-Chairs

Adult Education and Literacy	Martin L. Bell, Jefferson County Public Schools Sharon K. Darling, National Center for Family Literacy
Attraction and Retention of a Quality Workforce	Laramie L. Leatherman, Greenebaum Doll & McDonald Henry C. Wagner, Jewish Hospital HealthCare Services Inc.
Basic Skills	Michael J. Franken, Archdiocese of Louisville—Catholic Schools Donald W. Ingwerson, Jefferson County Public Schools
Chemical Dependence in the Workplace	Winston L. Shelton, Winston Products Co. Cyril L. Wantland, Jefferson County Public Schools
Child and Adult Dependent Care	Maria J. Gerwing, Liberty National Bank and Trust Company Booker T. Rice, Jefferson County Public Schools
Dropout and Student Retention	Dennis C. Golden, University of Louisville Angelo R. Vaccaro, Louisville Education & Employment Partnership
Higher Education	George E. Fischer, SerVend International Inc. Ronald J. Horvath, Jefferson Community College
Proprietary Education	Nancye M. Combs, HR Enterprise Inc. A. R. Sullivan, Sullivan Colleges System
School-to-Work Transition	Donna Ludwig, Jefferson County Public Schools
Total Quality Transformation	Theodore H. Nixon, D.D. Williamson & Company, Inc. G. Rodney Wolford, Alliant Health System
Vocational Education	Ronald B. Harsh, Greater Louisville Central Labor Council Bernard J. Minnis, Jefferson County Public Schools

At-Large Members of the Leadership Council

Malcolm B. Chancey, Jr., Liberty National Bank and Trust Company
Greg M. Fischoff, Southern Indiana Chamber of Commerce
Robert H. Gayle, Jr., Louisville Area Chamber of Commerce
Ronald B. Harsh, Greater Louisville Central Labor Council—AFL-CIO
Barbara M. Hoffman, The Hoffman Group
Donald W. Ingwerson, Jefferson County Public Schools
Laramie L. Leatherman, Greenebaum Doll & McDonald
Brad Richardson, Greater Louisville Economic Development Partnership

Planning & Evaluation Committee

Malcolm B. Chancey, Jr., Liberty National Bank and Trust Company
Sharon K. Darling, National Center for Family Literacy
John T. Dunlop, Harvard University
Robert H. Gayle, Jr., Louisville Area Chamber of Commerce
Leonard V. Hardin, First National Bank of Louisville
Ronald B. Harsh, Greater Louisville Central Labor Council—AFL-CIO
Barbara M. Hoffman, The Hoffman Group
Donald W. Ingwerson, Jefferson County Public Schools
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Regina M. J. Kyle, The Kyle Group, LTD
Nancy L. Lampton, American Life & Accident Insurance Company of Kentucky
Brad Richardson, Greater Louisville Economic Development Partnership
Thomas H. Schnack, Commonwealth Insurance Company
Donald C. Swain, University of Louisville

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In its quest to make the Greater Louisville region more competitive by helping to ensure a flexible and educated workforce, the Kentuckiana Education and Workforce Institute has called upon the resources of numerous individuals and organizations. The Institute recognizes and thanks the following for their continued support:

The Honorable Jerry E. Abramson, Mayor of the City of Louisville
The Honorable David L. Armstrong, Jefferson County Judge/Executive
Superintendent Donald W. Ingwerson, Ed.D., Jefferson County Board of Education
Alliant Health System
Baptist Healthcare System
Blue Cross & Blue Shield of Kentucky, Inc.
Brown-Forman Corporation
Corhart Refractories Corporation
Courtaulds Coatings, Inc.
Ford Motor Company
Greater Louisville Economic Development Partnership
Humana, Inc.
Jewish Hospital HealthCare Services, Inc.
Liberty National Bank and Trust Company
Louisville Bedding Company
Philip Morris U.S.A.
Rohm and Haas Kentucky, Inc.
Vencor, Inc.
Zoeller Company

Additionally, the Institute recognizes the tremendous contributions of the more than 300 community leaders who served as co-chairs and members of the various industry subcommittees and task forces.

The Institute's success would not have been possible without the generous support of the James Graham Brown Foundation, Inc.

These collective efforts have enabled the nationally renowned Institute to chart a course for comprehensive workforce development initiatives in the Greater Louisville community.

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POSITIONING FOR THE FUTURE

The Kentuckiana Education and Workforce Institute leads the Greater Louisville area in addressing critical workforce challenges. The importance of this mission cannot be overstated as the world of work grows more complex, the demands on job-holders change and evolve. Employers in the Greater Louisville region believe that remaining competitive in increasingly global markets will depend more and more upon the skills levels of the local workforce as well as the community's ability to make the most of its human resources.

While many communities are grappling with workforce challenges, the Greater Louisville area has already moved beyond the talking stage. It is taking action on the issues. As a clearinghouse for information related to the workforce and as an agent for bringing employers, educators, trainers and the workforce together to make improvements, the Institute strives to keep these important issues in the forefront. Its goal is to ensure that the challenges are met.

Solid information has been collected and disseminated. Some trends are beginning to emerge. These will be tracked over time. The resultant data enables decision-makers in the Louisville region to take actions based on fact. The Institute provides the facts that lead to wise policy, and it will continue to build upon its information-gathering efforts as the region positions itself for a successful future.

At the same time, the Kentuckiana Education and Workforce Institute is becoming more active in seeking solutions to the problems pointed out in the data. It will continue to help coordinate efforts to match the employee skills needs of area businesses with the constantly evolving educational and training options in the Louisville region.

Workforce challenges will continue to change and new initiatives must be developed accordingly. The Kentuckiana Education and Workforce Institute will mobilize community resources to enable the Greater Louisville area to proactively meet evolving workforce needs.

Metropolitan Louisville's future economic success depends in large part upon how successfully the present and future workforce can meet industry's needs. An educated, quality workforce is the key to productivity, competitiveness and stability in our region. By promoting the development and delivery of such a workforce, the Institute can help the Greater Louisville area sustain economic growth well into the next century.

An educated, quality workforce is the key to productivity, competitiveness and stability in our region. By promoting the development and delivery of such a workforce, the Institute can help the Greater Louisville area sustain economic growth well into the next century.

MISSION

To promote the development and delivery of an educated, quality workforce in Kentuckiana that is able to compete in a global marketplace.

VISION

As a community we have planted our roots at the Falls of the Ohio River, in two states and seven counties, looking back to our origins in the early days of the nation and forward to the global village of the Twenty-First Century. Both tradition and innovation guide our work.

Under the leadership of the Louisville Area Chamber of Commerce, we have come together to shape a common vision of the dynamic economy needed for the community's future and the central role of educated men and women in making the future a reality.

Our commitment to our own and future generations is to nurture a community culture that sees excellence in education and training as the highest priority, that supports and rewards a broad array of industry-education linkages, and that encourages all businesses, educational institutions, labor groups and governmental agencies to become "learning organizations."

PURPOSE

Understanding well that transforming vision into action is a long-term process and requires a systemic approach, the Louisville Area Chamber of Commerce has established the Kentuckiana Education and Workforce Institute.

The work of the Institute is to:

Forge a strategic alliance among business, education, government and labor to focus on the quality of the present and future workforce and manage human resource dislocations in the community.

Assess present and future workforce needs and the capacities of education and training providers to meet those needs.

Develop consensus in the community about priorities for future education and training programs and broker the development of these programs.

Provide information on workforce readiness, emerging needs and innovative developments to education and training providers, area businesses and economic development agencies.

Report annually to the community on the state of education and training for a dynamic area economy.

CORE VALUES

Excellence: Standards of performance and expectations are continually rising. Education and training programs, whether in schools or businesses, must meet these changing needs.

Equity: There is no one who cannot learn. Young people and adults of all ages and backgrounds must be given the opportunity to continue to learn and become contributing members of the community and individual organizations.

Partnership: Together we can transform vision into reality.

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Kentuckiana Education and Workforce Institute Corporate Volunteers

Actors Theatre of Louisville
Advanced Production Systems, Inc
Advant Services, Inc
Allen Martin Productions, Inc
All Saints Preparatory Academy
Alliant Health System
Aluminum, Brick and Glass Workers International Union, AFL-CIO
Amatrol, Inc
American Commercial Lines, Inc
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American Life & Accident Insurance Co. of Kentucky
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Archdiocese of Louisville—Catholic Schools
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K. Norman Berry Associates
Blue Cross & Blue Shield of Kentucky
Blue Grass Cooperage Co., Inc
Bornstein Building Company, Inc
BOSCI
Brantley Crowd Management
Bradley & Bradley, Inc
Bristol Bar & Grille, Inc
Brown & Williamson Tobacco Corp
Brown, Todd & Heyburn
Brown-Forman Corporation
Burns Enterprises
Business First
C & I Engineering
Capital Holding Corporation
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The Center for Women & Families
Churchill Downs
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The Cobb Group
Colgate-Palmolive Co
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The Competitive Edge, Inc
Compsystems, Inc
Computer Education Services, Inc
Concept III International
Convention and Visitors Bureau of Louisville
V.V. Cooke Foundation
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First Kentucky National Corporation
First National Bank of Louisville
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Fox & Associates, Ltd
Fund for the Arts
Galt House Hotels
GE Appliances
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Great Financial Federal
Greater Louisville Central Labor Council, AFL-CIO
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Martha Gregory & Associates, Inc
Hamilton Printing, Inc
Hammond Manufacturing Company
Hasenour's Restaurant
Healthcare Recoveries, Inc
Heritage Hardwoods of Kentucky, Inc
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The Hoffman Group
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HR Enterprises, Inc
Human Development Company, Inc
Humana Health Care Plans
Humana Inc
City of Hurstbourne
Hurstbourne Hotel & Conference Center
Hyatt Regency Louisville
IBM Corporation
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Indiana University Southeast
Indiana Vocational Technical College
Internal Revenue Service
International Brotherhood of Teamsters Local 89
J & D Enterprises
Jefferson Community College
Jefferson County Corrections Department
Jefferson County Emergency Medical Service
Jefferson Medical Society
Jefferson County—Office of the County Judge/Executive
Jefferson County Personnel Department
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Job Link/Fern Valley Road
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Kentucky Council on Economic Education
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Kentucky Department for Social Services
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Louisville Board of Aldermen
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Louisville Department of Solid Waste Management and Services
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Louisville Fire Department
Louisville Gas & Electric Company
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Louisville & Jefferson County Community Action Agency
Louisville & Jefferson County Metropolitan Sewer District
Louisville/Jefferson County Office for Economic Development
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Louisville Micrographics, Inc
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The Louisville Orchestra
Louisville Public Warehouse/MDI
Louisville Urban League
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Naval Ordnance Station, Louisville
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Private Industry Council
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Resource Consultants, Inc
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Rohm and Haas Kentucky Incorporated
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Transit Authority of River City
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Woodside Travel Services, Inc
Wyatt, Tarrant & Combs
Xerox Corp.
YMCA of Greater Louisville
Zeon Chemicals USA, Inc

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For more information contact:

Kentuckiana Education and Workforce Institute

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The Chamber
The Louisville Area Chamber of Commerce

[redacted]

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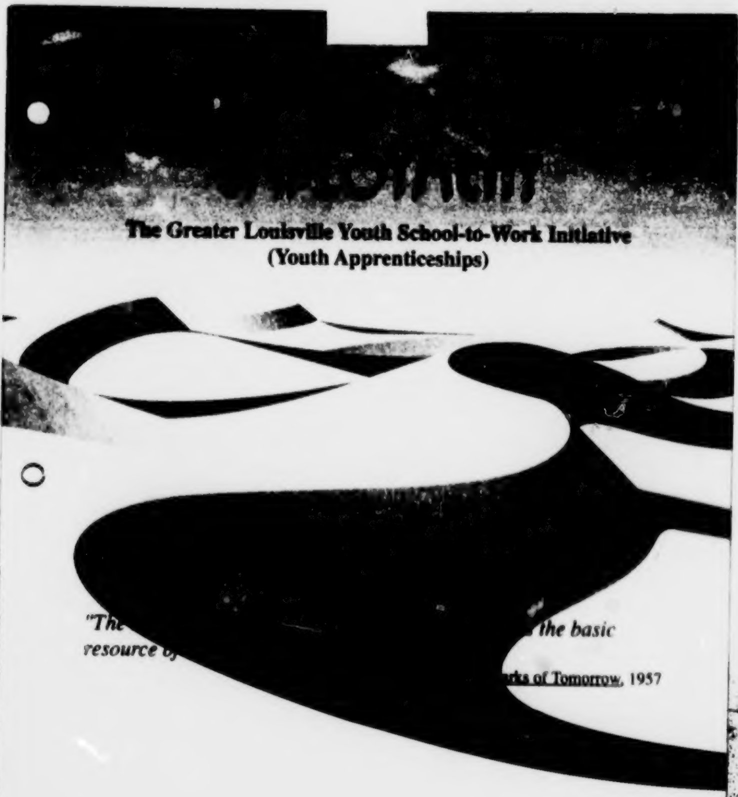

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The Greater Louisville Youth School-to-Work Initiative
(Youth Apprenticeships)

"The [illegible] the basic resource o[illegible]

[illegible] rks of Tomorrow, 1957

The Chamber
The Louisville Area Chamber of Commerce
A COLLABORATIVE EFFORT OF THE CHAMBER'S
KENTUCKIANA EDUCATION & WORKFORCE INSTITUTE

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BOTH SIDES

The Greater Louisville Youth School-to-Work Initiative is a youth apprenticeship/internship program for young people, ages 13 - 21, that combines classroom instruction with workplace learning. It bridges middle school, high school, and post-secondary education and results in the achievement of specific academic and workplace skills.

DESIGN ELEMENTS

✔ **Programs are developed and implemented by broad coalitions of institutional partners and community participants.**

Youth apprenticeships/internships require new behaviors and collaborative commitments from middle schools, high schools, post-secondary institutions, parents, students, community groups, employers, workers, unions and government. Representatives of these key stakeholders should be part of the program development and implementation as appropriate.

✔ **Programs at a minimum must include one year of secondary and one year of post-secondary education.**

Youth apprenticeship/internship must facilitate advancement into post-secondary education as well as employment if it is to be seen as an attractive option. Therefore, youth apprenticeship/internship models should specify that post-secondary credits and certificates be transferable to four-year academic programs. This process will create a bridge to academic as well as occupational advancement.

✔ **Programs document articulation between secondary and post-secondary competencies.**

The written documentation of articulation agreements will provide a guidepost for the stakeholders of the programs process, requirements and expectations.

✔ **Programs ensure that academic and technical content are well integrated.**

Classroom instruction should focus on cognitive as well as occupational skill development. The integration of academic and technical work-based learning can be accomplished through team teaching, project-based instruction and other instructional innovations.

✔ **Programs ensure that school and workplace learning is well taught in context of the workplace.**

Classroom instruction and workplace experiences are coordinated so that the instructional program at one location reinforces the other. This coordination is structured through regular interaction, consultation and planning between workplace and school personnel.

✔ **Programs provide widely recognized credentials of both academic and occupational skill mastery for successful completers.**

The skills that individuals acquire during their work-based learning experience should meet workplace standards. A system of verification of those skills should be established and accepted by industry.

✔ **Programs ensure that business and industry partners/employers provide paid work experience and guided curriculum-related learning opportunities at an approved worksite.**

What sets this model apart from other school-and-work efforts is its insistence on both education reform and expansion of the labor market options available to in-school youth. A youth apprenticeship/internship cannot exist without employment. Jobs should be of progressively high quality as the student moves through the multi-year program and should be tied to clear career ladders in the industry.

✔ **Programs include a strong guidance component that focuses on career awareness and assessment, beginning at the middle-school level and culminating in a youth school-to-work initiative.**

It is very important that, all students be exposed to a wide range of career options, so as to ensure that every student has knowledge of career choices, career skill level requirements and entry and exit points of a given chosen career.

✔ **Programs include components that emphasize the value and importance of diversity of cultures to be found in the workplace.**

The development of a student's interpersonal, communication and teamwork skills is an important requirement for the Workfore 2000. To ensure that students are capable of achieving these skills, they must first learn to work with diverse groups and to respect ethnic and social differences that are inherent in a global economy.

✔ **Programs have systems of evaluation and measurement at various intervals to assess program implementation and student outcomes.**

To ensure continuous improvement and verification of mastery skills taught in the school and the workplace, systems of evaluation must be incorporated in the model. This will enhance the ability of stakeholders to adapt to changes in workplace standards.

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BUSINESS & EDUCATION PARTNERS

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KFC

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Jefferson County Public Schools

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SUPERX DRUG STORES

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Jefferson County Public Schools

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CapitalHolding

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Jefferson County Public Schools

TOOL & DIE PRE-APPRENTICESHIP

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625-[illegible]5 or mail registration to:

Attn: Vanessa Ruffin
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Mr. **Kildee**. Thank you very much for your testimony.

The Chair would like to note that Mr. Goodling is leaving temporarily. He serves on the Foreign Relations Committee and he has an obligation to meet now with President Mubarak of Egypt, so he has to take care of that obligation. Hopefully, he will return after that.

Our last witness is Mr. Davisson.

Mr. **Davisson**. Last but not least, Mr. Chairman. Good morning, Mr. Chairman, and m members of the committee. I am Tom Davisson. As previously stated, I am the Chief Operating Officer of Sullivan College in Louisville, Kentucky. I have been in college administration for over 20 years.

Sullivan College is a private, four-year college degree—baccalaureate degree granting institution with both regional and national accreditation. Our students range in age from 18 to 65 years of age. The single common thread running throughout the student body of over 2,000 students is their desire for a well-trained career in their field of choice in the least amount of time.

I am also here today representing the Career College Association, our national organization representing over 12,000 colleges and schools serving 1.2 million students. I am particularly pleased to be here today to talk about the school-to-work transition proposals because CCA-member schools and colleges constitute a system already in place, trained and retrained individuals who have acquired new vocational skills from their high school experience and who need to update their schools to meet the challenges of a changing marketplace.

You and other subcommittees focusing on school-to-work transition programs will hear that high school graduates are not "work ready" and many adult workers, the Department of Education estimates 90 million, are ill-prepared to change jobs in an economy that will require change. You certainly do not hear about the problem once again. We have heard about it enough.

We are here to talk about solutions. The administration's proposal on school-to-work transition offers a place in the educational system where intervention can lead to vocational training to make high school graduates work ready. Some current associations between public schools and potential employers are good examples of what can happen to retain students, train them for high skilled jobs, and ensure that they have a job waiting for them upon graduation.

The much publicized example in Boston of high schools in partnership with various medical centers is certainly a model partnership of curriculum reform, on-the-job training and guaranteed employment. While this is a useful example, it should be clear that most high schools cannot find employers with whom to create partnerships which guarantee training and employment for a number of their students. Most high school dropouts and noncollege bound graduates are not located in areas where employers are able to hire large numbers of entry level workers at predictable intervals. Therefore, a workable school-to-work transition bill would have to consider high school programs in partnerships which may not be related to one specific employer.

In that context, an evaluation of skills which are in demand and available training would be a sensible transition for high school students for their jobs in their area as would providing portable skills so they may be able to move where the employment market offers opportunity.

The school-to-work bill includes as this much needed evaluation of local labor markets and the implied flexibility for schools to choose transition programs which fit the local economy. School-to-work transition programs should also have a component which recognizes the direct employer-high school partnerships will be severely limited by geography and the economy. Using the element of a skill-intensive transition period between high school and employment could involve apprenticeships, further formal training, or a combination of classroom and on-the-job training.

CCA-member schools and colleges are already functioning as this transition element for many young people today, more each year than enter four year programs at colleges and universities. A recent Ohio State University report conclude that career colleges and schools have a retention and completion rate for their students. Two out of three successfully complete these programs which far exceeds the success rate of the largest single Federal training program, Job Training Partnership Act, and also outperforms many public and private four-year traditional postsecondary college and university programs.

Also consider the NCAA study which suggest that the public four-year programs have a completion rate below 50 percent and low completion rates at the community colleges somewhere between 5 and 10 percent. CCA-member schools and colleges are already functioning as a bridge between high school and employment and structured partnerships with public school systems and specific employers.

Please allow me to give you one example at Sullivan College, Louisville, Kentucky.

At Sullivan College in Kentucky, we have an arrangement with Western High School and the Kroger grocery chain. There is an attachment for your benefit. Beginning in junior high school students are identified. All participate in this final form. In the 9th and 10th grades the curriculum in retail sales features job shadowing, of Kroger management of employees and includes instruction on personnel and work habits.

The students' parents and opportunities for service by students using successful skills. It is based on interest and factory recommendations, with emphasis on serving at-risk students.

I would emphasize that I would hope this not be restricted to at-risk students. There are other components and sectors in the population that need that program as well. Students must sign a formal commitment to the program with you, which must be reviewed by their parents. It begins and continues through high school and most secondary portions of the program.

During their junior and senior years in high school, students are given 10 to 20 hours per week of paid on-the-job training at Kroger stores and attend classes, evening course work in business marketing and retail sales from Sullivan College. During the summer months, the hours are increased.

Upon completion of high school, the students continue their education at Sullivan College pursuing either a certificate or short-term program or an associate's degree. Some of the course work the students complete in high school is dual credit and will count toward their college credit as well.

Kroger pays for all costs minus grants and scholarship aid the student receives. The intent is for Kroger to hire these students in their management training program after they complete their degree. If they choose to do it at Sullivan College, the program pays for this as well.

One of the components of this when we sent this up is that although Sullivan College, Kroger, and Western High School put this program together, it was our belief that the students should not be limited to going to Sullivan College, that they should have that choice. Obviously the credits taken in high school can easily be applied to our programs because they were structured by all of us. But they have the choice. I think that is important.

An evaluation board is in place for this new program which is serving the first complement of 10 students. The board includes parents, students, high school personnel, corporate personnel and representatives of Sullivan College. The board's role is to keep the program functioning and flexible as the number of students participating in the program increases.

While this program cannot show what would happen to the at-risk students, if there was no on-the-job training it is fair to say the high schools' identification of at-risk students suggests a number of students would not finish high school and learn a skill without the transition curriculum in summer jobs. But we are serving both at-risk and those not at-risk.

This is one small program in one community. The point is that it works. It is the kind of program your legislation seeks to encourage.

To continue this kind of program and encourage the creation of others like it, CCA supports H.R. 2884, the School to Work Transition Act of 1994. Based on the legislation before you, CCA suggests the following changes to maintain a large successful program.

In section 4(b)(9), the definition of postsecondary institution eliminates the participation of the proprietary school and college sector, which makes up the largest number of vocational schools in the country.

Using the definition of postsecondary institution as those eligible under Title IV of the Higher Education Act would allow vocational schools into a partnership program as long as they meet the gateway standards of the Higher Education Act. While this section includes technical colleges and possible secondary vocational institutions, there is a need to clarify which postsecondary institutions may participate, and HEA Title IV eligibility seems a tried and true method for inclusion of postsecondary institutions which successfully serve those students.

Further, H.R. 2884 could expand the number of students served if a postsecondary institution were allowed to serve students from more than one high school. We recommend that a consortium of high schools be allowed to apply to the program using one or several postsecondary training sources in order to make the best use of postsecondary programs in a limited marketplace for specific skills.

For example, in Jefferson County, we have formed a postsecondary consortium of colleges and universities. So far we have agreed to agree to work together on school-to-work initiatives, which is a major step in postsecondary education. We are hopeful that this continues and blossoms into something very useful in this effort.

With over 1,200 colleges and schools in almost every State and county in the Nation, I would ask that the subcommittee consider this educational infrastructure, which is an approved transition from school to work, as an integral part of their legislative program.

CCA would be happy to work with you and the Departments of Education and Labor to identify and implement training programs which a school system can utilize for their students and graduates to qualify for the skills in today's marketplace.

Thank you for the opportunity to share with you one partnership in Louisville, Kentucky and the success of your legislation.

[The prepared statement of Mr. Davisson follows:]

Tom Davisson

Good morning, Mr. Chairman and Members of the Subcommittee. I am Tom Davisson, Vice-President and Chief Operating Officer of Sullivan College in Louisville, Kentucky. I have been in college administration for over twenty years. Sullivan College is a private, 4 year baccalaureate level institution with both regional and national accreditation. Our students range from 18 to 65 years of age. The single common thread throughout our student body of over 2,000 is their desire to be well-trained for the career field of their choice in the least amount of time. I am also representing the Career College Association, our national organization representing over 1200 colleges and schools serving 1.2 million students learning vocations as varied as X-ray technician and pastry chef.

I am particularly pleased to be here today to talk about school-to-work transition proposals because CCA member schools and colleges constitute a system already in place to train and retrain individuals who have acquired few vocational skills from their high school experience or who need to update their skills to meet the challenges of a changing marketplace.

You and other subcommittees focusing on school-to-work transition programs will hear that high school graduates are not work-ready, and many adult workers (the Department of Education estimates nearly 90 million) are ill-prepared to change jobs in an economy that will require change.

You do not need to hear about the problem once again. We are here to talk about solutions. The Administration's proposal on school-to-work transition identifies a place in the educational system where intervention can lead to vocational training to make high school graduates work-ready. Some current associations between public high schools and potential employers are good examples of what can happen to retain students, train them for a high skill job, and ensure they have a job waiting for them upon graduation. The much publicized example in Boston of high schools in partnership with various medical centers is certainly a model partnership of curriculum reform, on the job training and guaranteed employment.

While this is a useful example, it should be clear that most high schools cannot find employers with whom to create partnerships which guarantee training and employment for a number of their students. Most high school drop outs and non-college bound graduates are not located in areas where employers are able to hire large numbers of entry level workers at predictable intervals.

Therefore, a workable school-to-work transition bill would have to consider high school programs and partnerships which may not be related to one specific employer. In this context, an evaluation of skills which are in demand and available training would be a sensible 'transition' for high school students for jobs in their area, as would providing portable skills so they are able to move where the employment market offers opportunity. The School-to-Work bill includes this much needed evaluation of local labor markets and the implied flexibility for schools to choose transition programs which fit the local economy.

School-to-work transition programs should also have a component which recognizes that direct employer-high school partnerships will be severely limited by geography and the economy. Using the element of a skill-intensive transition period between high school and employment could involve apprenticeships, further formal training, or a combination of classroom training and on-the-job training.

CCA member schools and colleges are already functioning as this transition element for many young people--more each year than enter four year programs at colleges and universities. A recent Ohio State University report concludes that career schools and colleges have a retention and completion rate for their students (two out of three successfully complete programs) which far exceeds the success rate of the largest single Federal training program (the Job Training Partnership Act) and also outperforms many public and private four year traditional postsecondary college and university programs. Also, consider NCAA studies which suggest that public four year programs have a completion rate below 50 percent, and show completion rates at community colleges of between 5 and 10 percent. Concern for statistics such as these and the impact they will have on our nation's future workforce have prompted other members of Congress, like Senator Dodd (D-CT), to make the following statement:

> "High school graduates are ill-prepared for the workplace of the 21st century. While only 22 percent of jobs today require a college education, more than half of all new jobs created by the end of the century will require some education beyond high school and one-third will require a college degree."
>
> *Offered by Senator Dodd during deliberation on Senator Jeffords' Sense-of-the-Senate amendment to FY94 Labor, HHS, & Education Appropriations Bill.*

CCA member schools and colleges are already functioning as a bridge between high school and employment in structured partnerships with public school systems and specific employers. Let me give you just one example:

Sullivan College in Louisville, Kentucky, has an arrangement with Western High School and the Kroger Grocery chain (see attachment). Beginning in junior high school, students are identified to participate in career days, which include visits to stores as well as guest speakers brought to their schools. Curriculum development for retail business begins in the 9th grade, and Western High School, Sullivan College and Kroger Grocery all participate in its final form. In the 9th and 10th grades, the curriculum in retail sales features 'job shadowing' of Kroger management employees and includes instruction on personal and work habits, information for the students' parents, and opportunities for community service by students using skills necessary for retail sales and other similar career paths.

In the second semester of 10th grade, students are selected for the Kroger Work Program based on interest and faculty recommendations, with emphasis on serving 'at risk' students. Students must sign a formal commitment to the program, which must be reviewed by their parents. A consistent evaluation of student performance by all partners begins at this level, and continues through the high school and postsecondary portion of the program.

During their junior and senior years in high school, students in the program are given 10 to 20 hours per week of paid on the job training at Kroger stores, and attend classes offering course work in business, marketing and retail sales from Sullivan College. During the summer months when the students are not attending classes, the hours of on the job training are increased. Upon completion of high school, students continue their education at Sullivan College, pursuing either a certificate from a short term program or an Associate's degree. The course work the student completed in high school is counted toward his or her certificate or Associate degree at Sullivan College. Kroger pays all costs for the additional training, minus any grant and scholarship aid the student is eligible to receive. The intent is for Kroger to hire these students in their management trainee program after they complete their Associate's degree. If the student chooses to pursue their Bachelor's degree at Sullivan College, Kroger may pay for it as well.

An evaluation board is in place for this new program, which is serving its first complement of 10 students. The evaluation board includes parents, students, high school personnel, corporate personnel and representatives of Sullivan College. The board's role is to keep the program functioning and flexible as the number of students participating increases.

While this program cannot show what would happen to the 'at risk' students served if there were no concentrated curriculum and on the job training, it is fair to say that the high school's identification of 'at risk' students suggests a number of students involved in the program would not finish high school and learn a skill without the transition curriculum and summer iobs.

This example is one small program in one community. The point is that it works, and it is just the kind of program your legislation seeks to encourage.

To continue this kind of program and encourage the creation of others like it, CCA supports H.R. 2884, The School-to-Work Transition Act of 1993. Based on the legislation before you, CCA suggests the following changes to maintain and enlarge successful programs.

In Section 4 (b) (9), the definition of postsecondary institution eliminates the participation of the proprietary school and college sector, which makes up the largest number of vocational schools in the country. Using the definition of postsecondary institution as those eligible under Title IV of the Higher Education Act would allow vocational schools into the partnership program as long as they meet the 'gateway' standards of the Higher Education Act. While this section of School-to-Work includes technical colleges and postsecondary vocational institutions, there is a need to clarify which postsecondary institutions may participate, and HEA Title IV eligibility seems a tried and true method for inclusion of postsecondary institutions which successfully serve their students.

Further, H.R. 2884 could expand the number of students served if a postsecondary institution were allowed to serve students from more than one high school. Therefore, CCA recommends that a consortium of high schools be allowed to apply to the program, using one postsecondary training source, in order to make the best use of vocational training programs in a limited marketplace for specific skills.

With over 1200 career colleges and schools in every state and almost every county in the nation, I would ask the subcommittee to consider this educational infrastructure, which is a proven, successful 'transition' from school to work, as an integral part of your legislative program. CCA would be happy to work with you and the Departments of Education and Labor to identify and implement training programs which a school system could utilize for their students and graduates to acquire skills for today's marketplace.

STUDENT APPRENTICESHIP PARTNERSHIP
WESTERN HIGH SCHOOL, THE KROGER CO., AND SULLIVAN COLLEGE

I. Career Paths (Grades 7-9)

- A. Career Days with Store Visits or Speakers (Department or Store Managers)
- B. Career Assessment
  - 1. CCI from State
  - 2. Learning Style
  - 3. Materials about Industries
- C. Peer Counseling and Guidance
- D. Journal Writing
- E. Utilize Programs i.e. Louisville Partnerships, GE Mentors, Brown Forman, etc.

II. Curriculum Development

- A. Begins at 9th Grade Level
- B. Involves Western High School, Sullivan College, and Kroger

III. Job Shadowing (Grades 9, 10)

- A. Interview and Application of Interest
- B. Shadowing - Training Provided for Kroger Personnel
- C. Personal and Work Habits Emphasized
- D. Parent Info Dissemination
- E. Community Service

IV. Selection of Students for Kroger Work Program

- A. Second Semester 10th Grade
- B. Show Interest and Sign Commitment (Parents, Students, Faculty, and Business)
- C. Disadvantaged Students a Priority
- D. Career and Academic Re-Assessment
- E. Recommendations from Other Faculty and Staff Members
- F. Problem-Solving Assessment
- G. Writing Samples
  ("F" and "G" - Portfolio)
- H. "Real-Life" Interview Experiences
  - 1. Resume Writing
  - 2. Interview Techniques
- I. Up to 10 Students Chosen (Number Flexible with Conferencing)
- J. On-Going Evaluation of Students' Performance by School and Business

V. Junior/Senior Level

- A. Board of Director's Evaluates Program and Students Monthly (Objective and Subjective Evaluation)
- B. On-The-Job Training - 10-20 Hours Per Week (More Weekly Hours During Summer)
- C. College Course Work
  - 1. Dual Credit for All Areas Involved
  - 2. College Courses at College (1/2 Day) - Advanced Standing in Post-Secondary Program. "Partnership" to Defer Student Cost
  - 3. By-Pass Tests

D. Kroger, Sullivan College, and Western High School Teach Classes Cooperatively (Non-Credit)
E. Beginnings of Kroger In-House Training
F. Kroger, Western High School, and Sullivan College Articulation Collaboration - Customized Curricula
G. Support for Students Through Class or Mentors and Report to Board (Evaluation of Performance and Work Ethics with Guidelines)
H. College Visitations
I. Establish Post-Secondary Options (Schools and Programs)
J. Financial Options for Post-Secondary (Information and Development)
K. Summer Youth Wages Requested from Appropriate Agencies
L. During School Year, a Percentage Reimbursement to Kroger Sought from Sources Identified by KEWI
M. Awareness of Parallel Careers in Retail Industry
N. School to School to Work Transition or Combinations as Relates to Individual Students

VI. Post-Secondary Component

A. Continue Curriculum Paths
B. Various Associate Degrees at Sullivan College
C. Externship
D. Financial Support
    1. PELL
    2. Kroger
    3. Sullivan
    4. Other Appropriate Agencies
    5. Advanced Standing as Result of 1/2 Day College Program
E. Continued Employment at Kroger
F. Continued Support by Sullivan College and Western High School
G. Bachelor Degree (Optional)

EVALUATION

A. Advisory/Evaluation Board

1. Representatives from organizations plus parents, students, and Kentuckiana Education Workforce Institute.
2. Meets minimum of twice a quarter.
3. Evaluates periodic reports from all phases of program.
4. Plays an active role in student selection process.

B. Western High School

1. Have representation on Advisory/Evaluation Board.
2. Plays an active role in student selection process.
3. Evaluation of student as secondary students.
4. Advisory and participatory role for curriculum development and implementation.
5. Contribute to the longitudinal evaluation of program.

C. The Kroger Co.

1. Have representation on Advisory/Evaluation Board.
2. Plays an active role in student selection process.
3. Evaluation of student as employee/trainee.
4. Advisory and participatory role for curriculum development and implementation.
5. Contribute to the longitudinal evaluation of program.

D. Sullivan College

1. Have representation on Advisory/Evaluation Board.
2. Plays an active role in student selection process.
3. Evaluation of student as post-secondary student.
4. Advisory and participatory role for curriculum development and implementation.
4. Contribute to the longitudinal evaluation of program.

The Partnership interprets the evaluation of the program to include both objectively measured accomplishments and subjectively measured personal characteristics to be developed in the individual students. These activities will culminate in a student/employee portfolio.

Chairman FORD. Thank you very much for your testimony. I will start with Mr. Weir.

How do you link your school-to-work transition programs with existing apprenticeship programs which Labor has established?

Mr. WEIR. There are different methods depending on which group we are working with. We are part of the BAT. We work cooperatively with them in establishing apprenticeships throughout the whole community. We have a program that we can identify and create an apprenticeship in any industry. We do that on a one-by-one basis.

As far as accessing General Motors and large groups of organized labor in terms of their apprenticeship policies, that is somewhat difficult. The way we are working that now with General Motors is on a trial basis.

It is a really interesting thing about apprenticeships. They are very closely held. It is something that the labor organizations generally don't want to lose control over. So being able to access them purely as a trust-type relationship, I guess that is the best way to say it, labor in our community clearly recognizes they have a need and they are willing to work with us to meet that need for their own survival.

In labor organizations that don't perceive that they have a need, access will be extremely difficult. Although we may be able to do some activities leading toward apprenticeships, apprenticeships on a large scale would be very, very hard.

Chairman FORD. Do you find a difference in your work when it is apprenticeship programs in an industry setting or a building trades setting?

Mr. WEIR. They are both extremely difficult. Until building trades, we have been completely unsuccessful in dealing with the building trades as opposed to manufacturing and heavy industry. That may be because of the sheer numbers of apprentices within those organizations and the replacement needs.

Chairman FORD. How does your mentor program work? Can you briefly describe who your mentors are and how they work with the students?

Mr. WEIR. The mentors are General Motors' skilled-trade persons who have dedicated 100 percent of their time toward working with our students. You can understand what kind of financial commitment that is to release seven of those people at one time.

The mentors go through the training program. We have worked with them on how to become a mentor and what that means. Industries' view of us is different than our view of ourselves. Mentors are trying to mesh education's point of view with business's point of view which is very different. So the way we operate is different. The mentors do need to be trained and they need to understand that children are not like things in industry.

Chairman FORD. Before I defer to the other members, one other question. Does your program receive funds from JTPA?

Mr. WEIR. Yes, we have a partnership with JTPA based on the individual students's eligibility. We have found JTPA is an excellent way to involve other resources to encourage employers to take on students in these transition efforts.

Many of the smaller people we work with, not General Motors, rely on JTPA assistance in order to have a complete and dynamic program for students. A true school-to-work program is a financial burden for the employer. Any help we can give them will be very well received.

Chairman FORD. Do you have other sources of Federal funding for your programs?

Mr. WEIR. Yes. The General Motors program is part of a demonstration grant from DOL. C.S. Mock donated money for that program and to do studies on it.

Chairman FORD. Would it be helpful if we permitted greater flexibility for the use of these Federal dollars in your programs?

Mr. WEIR. Yes. School-to-work transition is a very dynamic operation. It doesn't lend itself well to strict formulas. Flexibility is the key to it. Being able to negotiate and, I guess from my point of view, our ability to meet what business needs is extremely important.

We have to be able to fit up real tight to them in terms of what they need and what we can provide. Giving us flexibility to do that is critical. Every one of our partnerships is different. It has different factors and different things that without flexibility we just could not do.

Chairman FORD. Without flexibility, do you find yourself looking over your shoulders for the auditors to make sure the money is being spent exactly as intended? Would flexibility make you less afraid, as long as there is accountability and service provided?

Mr. WEIR. Yes, I think flexibility within the system is what we need. The system cannot be so convoluted that it requires a huge bureaucracy to administer or that it misses the point in dealing with kids and businesses.

We have been very successful in our efforts because they have been delivered by business. They have come to us and said, "We need some help," and we have taken that and run with it and developed programs to meet their needs. We let them tell us what they need and we pay really close attention. That system is driven from their point of view, not ours.

Their agenda becomes subservient to ours in the way we deal with kids. We have to understand that schools are part of the economic development plan of the communities.

Schools are not an isolated island that just deals with education. As business begins to see us and our community as a part of their future, they are beginning more and more to see us as a resource instead of an adversary. The easier it is to work with them—for instance, General Motors said, "We will be glad to work with you except you guys do the work; we don't want the paperwork, the hassles, we don't want anything; you guys take up the slack and we will do what we do best." That is the kind of flexibility we need within a system.

Chairman FORD. One final question: What type of formal or informal relations do you have with such groups as Business Roundtable?

Mr. WEIR. The Roundtable has been a fantastic vehicle to spread the word amongst businesses about what we are doing. We depend on the Roundtable to be our ambassadors. They are in many cases the glue that goes between business and education and in many ways they are the interpreter. They kind of interpret for both of us so we can begin to talk the same language.

The Roundtable has been a fantastically helpful organization, and I encourage any community that doesn't have such a group that they should have. It is indispensable.

Chairman FORD. Mr. Hoekstra?

Mr. HOEKSTRA. I have no questions.

Chairman FORD. The gentlelady from California, Ms. Woolsey.

Ms. WOOLSEY. Thank you, Mr. Chairman.

This testimony is so exciting to me. I have been a human resources professional for over 25 years. I have interviewed as a human resources manager so many employees and potential employers I can't count them. I owned an employment agency for 12 years. Believe me, I know we have a lot of young people who have completed high school and college who are not ready for the workforce.

One of the questions I have is, how, if at all, are you able to disseminate the information that you have to other potential programs around the country? Are there grants? Is there a way that possibly the NEA could be a clearinghouse?

I mean, somehow or another everybody should not be reinventing the wheel when you have successful exciting programs. Have any of you been approached by those programs?

Ms. MERSHON. Yes. Actually, we will be linking up with the U.S. Chamber of Commerce. It has a Center which is focused on enabling the Chambers to become involved in community workforce development efforts. So the U.S. Chamber's Center will be working with the Louisville Chamber to use it as a model and to publicize the elements, not only the elements of the program, but how to do it.

We have also been linking ourselves with the National Alliance of Business, which is also disseminating information about school-to-work transition programs and beginning to use Louisville as a model. In fact, recently the Louisville community received the first Scholastic award. It was given by the Scholastic Corporation, which publishes those little school newsletters that elementary and middle school students receive, because of our collaborative efforts.

The third organization nationally with which we have attempted to link is Jobs for the Future in Cambridge, Massachusetts. Jobs for the Future is one of the leading not-for-profit public organizations which is trying to disseminate information and provide support to organizations and communities which want to become involved in these kinds of activities.

Ms. WOOLSEY. Mr. Davisson?

Mr. DAVISSON. In addition, the National Alliance of Business is headed this year by the chief operating officer of Kroger Corporation. So that word is definitely spreading. Kroger has been very instrumental in communities they serve getting involved in this kind of activity, so they are interested in the program.

We also expanded our program through the CCA, our association here in Washington that disseminates that information out to associate schools. Then the principal of the Western High School, Mr. Lawson Yates will present this program we have at the National

Association of High School Principals this year as well. So we are doing our best to get the good news out.

Ms. WOOLSEY. Does anybody else want to respond?

Mr. CALLAHAN. There are a couple of groups that have been helpful, National Media, USA Today, Time Media, the National Television Stations. They will take a look at that person's group. The Youth Policy Forum has been traveling around the country looking at various programs and Jobs for the Future up in Boston. We have been working with them as well. There are a number of ways to get the word out, and we are always ready to go anywhere to talk about the program.

Ms. WOOLSEY. I have three areas that are worrying me. One, we are training individuals for jobs that pay what I call a family wage, what they can sustain themselves and their family with.

Two, that we train for jobs of the future so we stay ahead of the game and not training for technologies that are already outdated.

Third, anybody who would respond to this, I have thought Mr. Weir and Mr. Duncan possibly would, how are you making outreach to young female students so they will get involved in nontraditional skills and trades and earn family wages?

Mr. DAVISSON. I can address the last question first. We made a concerted effort to deal with females in the industrial apprenticeship area. That has been extremely successful. Out of the 80 students in that program, I believe 28 to 29 of those students are females.

One of the difficulties with recruiting female students at a high school level is that the knowledge of careers is extremely limited, not just with females but all our students. Most students choose what they see on TV or what they see in their immediate world. There are no operas about skilled trade workers at General Motors so people don't choose that.

The whole idea of getting kids out into business and letting them see what is going on and see the variety of people who work in those jobs is a successful school to do that. I think we have had good success in that area. It is a matter of making them aware of what is there.

They have to have, it is almost a permission-giving thing, many young women especially need to have someone give them permission that it is okay to pursue this kind of career. What seems to work well is getting women in the field to talk to them showing, yes, it can be done, yes, it is okay to do that kind of thing.

Ms. WOOLSEY. Thank you.

Chairman FORD. Would you yield?

Ms. WOOLSEY. Certainly.

Chairman FORD. Your program at Metal Fab in Flint, I don't know the answer but let me ask you, would you have more female students enrolled in that than might be the percentage of females working at Metal Fab?

Mr. WEIR. Yes, more so.

Chairman FORD. So you are moving into the direction of bringing more females into that situation?

Mr. WEIR. Yes. That is a joint decision between General Motors and ourselves. They also saw it as a critical need for their workforce. They are trying to change the culture of their workplace.

That is the something that was kind of new to us to understand that these workplaces have a culture and it is a hard sell to change their own culture. We can be a part of that. They make them change that.

Chairman FORD. As far as the number of females, you have increased that number?

Mr. WEIR. Yes.

Chairman FORD. Thank you for yielding, Ms. Woolsey.

Ms. WOOLSEY. Mr. Duncan.

Mr. DUNCAN. About 72 percent of our staff is female. Many of the students we have are female. I think it has allowed us to put more females in nontraditional roles. They are getting experience in areas where traditionally you would think of nursing as something a lady might want to go into. When they come to Hurley, they find out Hurley offers more than just nursing for females. So they see the non-traditional roles available that they probably would not have gotten into. It is just introducing students to those different careers and letting them know these are things that you can become involved in.

This is something we have not done. We have not taken the time to help our students know that there are other careers available. Many of the careers that we see daily, but when you get into a business you see other things that you did not know existed. The main thing is awareness, making them aware that there are careers available. Those careers will pay money that will provide for their families.

Ms. WOOLSEY. With the retail you start selling but that doesn't mean that is where you have to stop. Then you see a lot of what else is there. You make them aware of the other opportunities in the retail industry besides retail sales?

Ms. MERSHON. Yes.

Ms. WOOLSEY. Thank you very much, Mr. Chairman.

Chairman FORD. Thank you.

Mr. Gunderson.

Mr. GUNDERSON. Thank you, Mr. Chairman.

I have been told by staff that Mr. Barrett has requested that a letter be inserted in the record.

Chairman FORD. Yes, without objection, I have his letter here and it will be included in the record.

[The information follows:]

STATE OF NEBRASKA

DEPARTMENT OF LABOR
Dan Dolan
Commissioner

E. Benjamin Nelson
Governor

October 12, 1993

The Honorable Bill Barrett
United States House of Representatives
1312 Longworth House Office Building
Washington, D. C. 20515

Dear Representative Barrett:

The School-To-Work Act of 1993 (S. 1361/H.R. 2884) and the Workforce Investment Strategy, presented by the Department of Labor are initiatives upon which the Education and Labor Committee will be expected to act. Both initiatives rely in good part on the use of Labor Market Information (LMI) to help individuals make choices relative to training and careers.

Today's LMI system lacks the capacity to meet the requirements of the administration's new initiatives. In fact, LMI as it exists cannot meet the goals of a multitude of Congressional mandates. These issues prompted the Labor Market Information Committee of the Interstate Conference of Employment Security Agencies (ICESA) to request and obtain report language to accompany H.R. 2518. (The Nebraska Department of Labor is a member of ICESA.) The report language requests the Secretary of the Department of Labor to conduct a "comprehensive review of the nations labor market information needs". The Senate has expanded the language to include a request for an analysis of unemployment rate statistics as an allocator of federal resources to localities.

The enclosed correspondence to Labor Secretary Reich lays out many of the states concerns about the lack of federal policy direction, the nonparticipation of states in policy development, and insufficient funding for state and local labor market information programs. The Labor Market Information function within each State Employment Security Agency has the basic building blocks in place to establish an LMI system that will meet the administration's initiatives. These LMI units also have the capacity to respond to congressional mandates found in such legislation as JTPA and the Carl Perkins Vocational Education Act. The request of the "comprehensive review" is to clearly identify how the states in partnership with the Department of Labor will develop a system of labor market information that is responsive to the requirements placed upon it. It is important, when Bills come before the Education and Labor Committee, that we feel confident the requirements placed on labor market information can be met. I hope, through the legislative process, we can ensure that LMI programs gain focus and direction.

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Phillip Baker, Administrator for Labor Market Information for the Nebraska Department of Labor, will be attending a meeting in Washington October 27 - 29th, 1993. He will be contacting Mark Whitacre, who I understand holds the Labor portfolio, to request a brief meeting to discuss the "review" and the assistance we can provide in understanding the complex LMI issues that are part of the administration's initiatives.

Sincerely,

Dan Dolan

Dan Dolan, Commissioner
Nebraska Department of Labor

Enclosures

ICESA

INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES, INC.
SUITE 142, 444 NORTH CAPITOL STREET, N.W., WASHINGTON, D.C. 20001, 202/628-5588
FAX # 202/783-5023

April 23, 1993

Honorable Robert B. Reich
Secretary of Labor
U.S. Department of Labor
200 Constitution Avenue, NW
Washington, DC 20210

Dear Secretary Reich:

Today's economic policy deliberations at all levels are focused upon industrial restructuring, corporate downsizing, global competitiveness and the labor market disruptions that appear to be carrying the nation's workforce toward a less competitive, low wage future. With the intense public attention that has been placed upon the changing nature of employment, it is troublesome and oddly curious that the nationwide system of labor market information that describes that very problem, and should provide the intelligence guide to the remedy, has been allowed to languish.

At a time when significant change will be required within institutions at all levels, the U.S. Department of Labor should join with the states to initiate and create a world class system of information that describes the intricacies of today's labor markets. If we are to meet the challenges of the new environment, policy decisions as well as guidance for education and training must be based upon a sound system of labor market information. How can we envision and manage workforce development into the twenty-first century with an information system that has been fundamentally unchanged since the 1950's?

The current system of labor market information is plagued by a lack of any semblance of a comprehensive policy direction. The system suffers from some inconsistent and incongruent objectives; there is little overall coordination at the federal level. The interests of the states are frequently overlooked in critical decision making; funding to the states is inadequate and does not reflect the congressionally mandated demand for labor market information; and beyond technical program training provided by the Bureau of Labor Statistics, there is no technical assistance or training. While the state employment security agency within each state provides the basic building blocks for the LMI system, funding has been constrained or reduced for several years. With a labor market in dramatic transition, the search for a cure has ironically involved using less information.

The concept of labor market information should be rethought, and a comprehensive policy direction and strategy should be established. The existing system at the state and local level is strained beyond limits, and the need for reform is immediate. Several short-term problems should be addressed, and remedies should be undertaken in order to forestall any further deterioration in the existing system. Reform should be undertaken in order to form a more cohesive, coordinated approach at all levels.

Reform Issues

1. Federal legislation requires the use of specific labor market information at the state and local level, but does not provide the funding for the production of many data items. Legislation makes no financial provision for at least 23 required LMI programs.

2. Congress recognizes the need for labor market information, but the executive branch does not consistently provide for the operation of data programs. In FY '93, Congress directed the U.S. Department of Labor to utilize discretionary funds to continue operation of the Mass Layoff Statistics program. The DOL did not release the funds, and the BLS instructed the state employment security agencies to discontinue MLS operations by November 28, 1992.

3. The Federal-State Cooperative Agreement administered by the Bureau of Labor Statistics does not address the broad range of LMI issues required by Congress. The agreement supports only four BLS-oriented national data programs.

4. Operating under Congressional mandates, the Federal-State Cooperative Agreement administered by the Bureau of Labor Statistics restricts the state employment security agencies from using those funds to address the range of LMI issues required by Congress, or that may originate at the local level.

5. The budget allocation and contract process utilized by the BLS for the Federal-State Cooperative Agreement provides states with an unstable and declining resource for the production of labor market information. Since 1986, in real terms, funds allocated to states through basic contract agreements have declined by 10.8%. Meanwhile, the BLS workload requirements for states have increased, and states have become more dependent on nonrecurring supplemental funds provided by BLS for special initiatives.

6. The Employment and Training Administration has all but abandoned any responsibility for labor market information. The ETA-LMI Agreement with each state employment security agency requires a wide variety of data and analysis, special labor market studies, employment projections, newsletters, and technical assistance to data users. In contrast, the entire FY '93 budget allocation to the state employment security agencies for LMI activity was $2.9 million.

Recommendation

The Secretary should commission a thorough review of all of the nation's labor market information needs and products. The review should include legislative mandates and user needs for LMI, products, funding mechanisms, organization and coordination, management, and the states' role in the development and provision of information. The review should evaluate current funding levels and legislative mandates. The goal of the review should be the development of an overall policy direction for the creation of a world-class system of labor market information. The review and direction should provide a framework for future program and budget considerations beyond FY '94. ICESA is willing to participate actively in such a review. If asked, ICESA would agree to lead the review.

In the short-term, ICESA does not believe the budget proposed for FY '94 is adequate. We have communicated our concerns to House Appropriations Committee Chairman William Natcher, and a copy of that communication is enclosed.

Through a working partnership with the states, the U.S. Department of Labor has a responsibility for the development and provision of labor market information. The shortcomings of the current system result from the failure to develop a comprehensive policy for labor market information. Within the Department of Labor, the system is seen only as isolated parts, but not as a whole. Our recommendations do not fully address the larger issues and the need for reform, but we believe they do offer an initial step toward a long-term solution.

Sincerely,

William D. Gaddy

William D. Gaddy
ICESA President

cc: Lawrence Katz, Chief Economist
Kathryn Higgins, Chief of Staff

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Mr. GUNDERSON. I appreciate that very much.

I have about two or three issues I want to discuss with you all. A couple of you, certainly the Michigan people, Kentucky people, and you, Mr. Chase, all talked about beginning school-to-work activities, at least career counseling and awareness, at the middle school level. How early do you think we ought to be involved in some kinds of career exploration, if not more than that?

Mr. WEIR. I think the whole concept of career awareness is something that you start when you start school. It gradually escalates as the years go by and becomes more intense.

Mr. GUNDERSON. But it should be a part of youth apprenticeship or school-to-work programs?

Mr. WEIR. Definitely. Occupational types of experiences should be integrated with different intensities as the students get older. The idea of occupation makes academics come to life. It gives purpose to academics to many students.

Mr. DUNCAN. In my testimony I mentioned one student who was labeled a special education student. One of the things we miss was the fact that he did not know there were reasons for him to go to school. There were different careers that he could take an interest in.

I think you will find a lot of students put in the special education programs are more or less set up. The program is geared for certain things they are not interested in and they lose interest. But if you can tap that interest early enough, I think you will probably find that this concept of special education would probably be drastically reduced because you are going to find a kid who will take an interest and they will pursue that independence.

Mr. GUNDERSON. Does anybody else have anything to add?

Ms. MERSHON. I see this additionally as dropout prevention. If the students at an early age begin to relate the course work to the work world, it has the potential to make them see value in staying in school.

Mr. GUNDERSON. Another issue we are struggling with is the relationship between the schools, the business and industry leaders and the students. Last year's hearing indicated that there ought to be some kind of an understanding—you can call it a contract or a memorandum of understanding, call it what you want—but there ought to be some understanding of the responsibility of each of the three players. Do you all support that concept?

Mr. CHASE. I would like to react to that. I am not sure if it is necessary to have a written contract but certainly a clear understanding of the roles of everyone involved is essential.

In my testimony I indicated the importance we place on the fact that there should be a mentor at the school site as well as the worksite. Those kinds of partnerships so that one element of the partnership does not become subservient to another, to make sure while they are working in this area that we keep in mind that we are talking about, as Congresswoman Woolsey said, that the skills and talents that a young person is acquiring are transferable, that is, portable skills that we are talking about someone learning so that he or she is not somewhere down the line out of employment because the skills that were learned were skills that were germane to one profession only, causing those kinds of problems.

So the essential nature of a true partnership means that there are people at all levels working closely together and keeping in mind that the needs that are being met basically and first must be the needs of the students and then the needs of the businesses and schools for them.

Mr. DAVISSON. In our program in Louisville we have an actual contract the students have to sign and the parents have to be involved in this as well to participate. We think it is a matter of accountability. Things work better when there is accountability.

Mr. GUNDERSON. Those are the easy questions. The much more difficult question is whether we should be targeting our school-to-work program to students based on income or poverty level or anything like that.

Is there any reaction? I see your head shaking.

Mr. WEIR. I have a real reaction to that. If you target students in terms of economic potential or value or something like that, that is the best way to kill a program and to make it meaningless in terms of students. From their point of view—and you probably realize that students are very sensitive to labels—they are very sensitive to be classified as something other than whole. Whenever we label students and provide this service to only a select group of students, that you in effect do label kids. Programs get to be labeled and kids choose them or not based on the value of the label instead of the value of the program. That is a real thing in a high school setting.

Mr. DUNCAN. When you target a program like that, you will find those business entities will treat the students in the same way. I don't think they get the same training as they would if they were grouped together with all the students.

You have to recognize that there are some special needs those students might have. Saying these programs are for these individuals in the long run, I think would defeat your purpose.

Mr. CHASE. I would like to agree with those comments and further state that although it is possible that students with special needs will benefit from programs such as this, to earmark them specifically for low-income students or students with special needs will be extremely difficult in making sure that perhaps some nontraditional areas that females don't get involved in, again is the question as it relates to women in some of these areas. I think it would be a mistake to earmark it for one group of students only.

Ms. MERSHON. We view our work as economic development strategy. We need a large workforce with competitive skills. I am not convinced that socioeconomic status either guarantees or does not guarantee employable skills. We have lots of people in our communities who are entering the workforce without competitive skills who would not fall into the categories that you have described. So if we are really going to look at the development of a competitive workforce, we have to take all comers and make it attractive to all comers.

Mr. CALLAHAN. We find our students learn from each other as well. We have a wide range of ability and they challenge one other. We are finding a wide range from the special needs children to a young man who will graduate this year as the salutatorian of his class in Tulsa. I urge you not to target them that way.

Mr. GUNDERSON. You have now the three differences between the administration bill and the Republican bill. I think based on your correct answers that we can merge them so we have a truly bipartisan bill when we are done.

Chairman FORD. You made your point very well.

Mr. Roemer.

Mr. ROEMER. Thank you, Mr. Chairman.

I, too, would like to welcome our distinguished panel to Washington today. We very much appreciate your time and expertise on a very, very important topic.

Let me start with Mr. Chase and ask you specifically, what should we be doing to develop better training and development courses for our teachers to bring them into this process and to create a better and closer relationship between work and school?

Mr. CHASE. I think we need professional development that will interrelate the work with the school site, and that I as a teacher will have the opportunity to take part in some work site activities outside of school so I can understand the type of needs and issues that the employers have.

I think that also there needs to be a little cross-fertilizations there so that those who are employed at the work site and will be specifically in decisionmaking opportunities, will have an opportunity to also meet with those of us who are in schools.

Too often even when we talk about partnerships such as this those of us who will be involved in those partnerships have little or no understanding of the needs of the other side. The kinds of professional development that I mention in my comments would do that.

Mr. ROEMER. Are there specific ideas, courses, State programs that have had success that you can refer to?

Mr. CHASE. I am not sure I would say courses. In my home State of Connecticut, for example, with Union Carbide, I am on leave of absence from teaching in Danbury, Connecticut. The relationships that existed between Union Carbide with Danbury and the surrounding communities, with programs that were set up with teachers, would in fact work with both onsite and not be in school on specific periods of time and so on, so they would have a greater understanding of the needs of the business communities.

Those programs are out there. They have proven to be successful, and I believe have been very, very helpful in creating the kind of climate that breaks down the traditional walls that have existed between those two entities.

Mr. ROEMER. Let me give some specific examples of things I am aware of and include the rest of the panel in any ideas you can pass on.

We have a program in Indiana called Indiana Plus where the specific school helps design the curriculum with a VCR camera. They interview community leaders and health care professionals. They ask them specifically, what kinds of skills are needed to employ high school graduates? They then go back to the schoolroom with the teacher, the principal and the administrators, and design a specific course based on what they learned.

What we have learned is that the basic criterion of needs are better work skills, working in teams, computer skills, worth ethic, problem-solving skills, experience in the hospital and the bank. That is one example.

Another example I give you is—and this was from something I read in the Chronicle of Higher Education—where they had designed specific applied math and science programs in schools that make it the most attractive math and science program in the school. The trade or the vocational apprenticeship applied math and science program is the one that other students want to get into because it is taught by an exciting teacher, because it is applied knowledge, they can use it.

What could we do to emulate those kind of examples, to remove the stigma and get more people involved in these classes, to invite and use technology in this because we are competing with technology in the home. Can you give me some specific examples that we can then try to use in developing this legislation?

Mr. DAVISSON. As far as Kentucky, of course we are right across the river from Indiana so we work very closely with Indiana as well. Specifically Prosser Vocational School which serves a 12-county area in bringing vocational students into their area. There is dynamic leadership at that school. We are working very closely, signing agreements with them.

KERA, the Kentucky Education Format, three years ago established new groundwork in working with industry. They are teaching teams. They went to industry and asked what they needed, exactly what you are talking about.

That required changes in the postsecondary school level as well because if we don't change at our level, if they are changing, coming up through and they are used to being taught in teams and we give a straight lecture mode, guess what? It doesn't work. They are not used to that. So it has to be a joint effort.

Setting up articulation agreements and starting all the way from elementary school up on how they are taught, it has to be reflective of what industry needs. If that is what is happening in the workplace, that is how we need to teach. They need to get used to that. We are doing that in our area, but we have a long way to go.

Mr. WEIR. Another idea in the bill which will be very helpful is the idea of credentialing. Credentialing is important. The only credentialing that most high school counselors understand is that posed by colleges. Most high school counselors counsel kids based on the credential they understand, which is college. The idea holds for other areas as well, once counselors understands that other trades and industries have credentials that students can work towards and high schools can help them obtain, then teachers, counselors, everyone tends to say, "Okay, we can do that."

The fact that there is no identified career path for most occupations, most high schools cannot respond because there is nothing to respond to. Yet, they will respond to colleges because colleges have said "These are the classes you need to take."

If you want applied academics to be in school, you will need someone credible to say applied academics are valuable, because colleges are not saying that. We need a credential that will say applied academics are valuable and they help contribute to success in this career area.

Mr. **ROEMER**. Has that been done before that you are aware of, that credentialing?

Mr. **WEIR**. We have done it in limited ways. However, the portability of the credentials is difficult. We can do in our community but for a student taking it outside our communities it has no validity.

It would be helpful to have some wider credentialing effort, maybe a nationally recognized set of standards would be a really good thing. Unions and management could get together and identify the standards for credentials in a variety of areas.

Chairman **FORD**. If the gentleman would yield briefly on that, I think you raised a very good point here. Maybe what we find in Title IV of our Goals 2000 is that Congress may be able to develop credentials that can be carried across State lines.

I think one of the things emerging from your question is the fact that we have three major bills moving forward this year, Goals 2000, school-to-work transition, elementary and secondary education. I think we have to try to see how we can pull all three of those together because I think they have a good relationship.

Thank you.

Mr. **DAVISSON**. Somewhere in higher education over the years "applied" has come to tend to mean "less cerebral." It has hurt our economy tremendously and we are paying the price for that now.

I would like to mention what I said earlier, that the career colleges and the schools they represent have been doing applied education for over 100 years. We have to understand that. There is a situation right now in place where we can work with that and we do that on a day-to-day basis. We understand because we have to work with industry and they want applied education.

Mr. **ROEMER**. Mr. Duncan?

Mr. **DUNCAN**. I think the bill is good from the standpoint also because I think that is what needs to be established, our relationship between school and businesses. It doesn't exist now. The schools do not utilize businesses to help them make their subject matter more attractive for some reason. Yet, they are preparing their students to work in their business.

I believe an Act like this will bring about that type of partnership so that people can interact. How can I make that subject more attractive so we can provide the type of service you need in your business?

We need a relationship between schools and business. It doesn't exist now. I don't know why, but it just doesn't exist. Schools have a tendency to prepare the students and the businesses to hire the people. There is no relationship. I think we need to try to address that. I think through this partnership in the transition Act that can be addressed.

Mr. **ROEMER**. I agree with Mr. Duncan. One of the things you are probably aware of—because I heard you mention it in your testimony—that we might learn from other countries is the fact that Germany and Japan specifically have such close relationships between the business experience and the school experience, that they often only go on the recommendation of the school as to who to hire. They don't just go from some huge pool of workers, they go to a Flint high school as a local business and say, "Who have been your exemplary students, and we will hire those people based on your recommendation."

I think we are trying to strive for these kinds of new ideas and new, closer relationships between the school and the workplace. If you think of other examples, please feel free to pass them on to the committee.

Mr. ROEMER. Mr. Chairman, I appreciate your patience with my red light being on. I appreciate your helpful suggestions as well.

Chairman FORD. You developed a very good line of questioning. I want to be careful that what I say is printed in the record and preserved in the Library of Congress for thousands of years.

I was a Latin teacher and an English teacher. People often say being an English teacher has a greater cerebral quality than being a trades teacher. That is not the case at all. I know some skilled trades people who can probably outdo me in Chaucer and who enjoy literature. Very often people want to elevate beyond the skilled trades as something less than cerebral. I think that is a mistake we make in education. As I said, I have met many skilled trade teachers whose knowledge of Chaucer was greater than mine.

I hope you understand that in the right way. We have to recognize that there are many walks of life out there and many things that attract a person to a certain profession and trade.

As usual, Mr. Roemer you developed a very good line of questioning.

Mr. Martinez.

Mr. MARTINEZ. Thank you, Mr. Chairman.

For a while I didn't think you would ever get to me. I don't know that I have so many questions as I have some comments to make and maybe some charges and challenges.

It seems to me that we in Congress are always trying to fix something we think is broken. It might be broken to an extent. It might be broken for some but not for everybody.

Some come out of the system and make that transition to work with no problem. I think it goes back to motivation. When we try to teach, we try to teach motivation but we fail. Maybe we are not doing it early enough. I think we depend too much on things in place that somebody else thought were good ideas. Maybe it worked in some instances, so we think it is perfect, but it doesn't really work.

Let me relate two stories to you so you can understand what I am talking about. They are both kind of personal because of the way they affected me. One has to do with an immediate member of the family.

My daughter, when she got to Mark Temple High School and had a straight A grade transcript, she asked the counselor—you mention counselors—about her options. The counselor was trying to determine what kind of a course she should take. And she said, I am going to college so I want an academic course. His response was, "No, you want a homemaking course." His reason was that being Hispanic, her parents probably could not send her to college, a bad assumption. And he assumed, as I understand it, she didn't have the ability to reach a certain grade level, another bad assumption with a daughter at that stage. She asked, "Do you know who my parents are? Have you looked at my transcript?" It was a bad counselor.

We are products of two things, our home life and our environment. But when we discuss those things, we never discuss how we take care of the bad kid that comes from a bad home life and a bad environment.

When Mr. Roemer was talking about targeting, I understand why I was concerned about that, because the Federal Government spends so few dollars on these programs, even though we have grandiose ideas about where it is going to reach.

I can remember the Job Training Partnership Act. I can remember all the debates on the floor that said it would help the dislocated workers and anybody else.

But the other case I want to tell you about is a young man in the Job Corps. I was visiting the Job Corps center in LA. A bright young man was giving me the tour. I looked at him and thought, "There is no why reason why this young man would not have succeeded." The counselor asked him to talk about his personal situation.

I said, I suppose you are one of the dropouts. I have told this story before. He said, "No, I am not a dropout; I am a forceout." I said, "Excuse me?" He said, "Yes, my environment, my home life and my school situation, all of that forced me out." He said, "I have gotten into problems because of being out of school. I got in with the wrong people, and had a home life where my father and mother are divorced and my mother is living with a guy who beats us all."

Do you think a kid like that can learn in school? There are degrees of that in home life. If the parents don't have a great education they might not think there is a need for the kid to get a great education or they are afraid the kids will become greater than they are. That is why we have the dropout rate.

Mr. Gunderson asked the valid question of how soon should we start there. I think we should start from the day they enter into school. Someone talked about how your career actually starts when you start school. That is kind of true, but it is not in the school system the way the kids are taught. It is not. When I went to school, nobody told me you are going to read, write and do arithmetic because that is the foundation for you to be able to take care of yourself for the rest of your life. All they say is you have to go to school because the law requires you.

Mr. Duncan, you hit it on the head. You can teach a kid about employment and how his success is based on how much he learns to begin with. Yet beyond the actual basics of learning, I think the two primary things needed for success are aptitude and need, the need you described. You need to know this to get there. Beyond that, how high you go depends on desire. That you cannot instill in an individual. That has to be born in an individual from the things he sees around him.

But I think in a nutshell, what we need to do in looking at these problems is start earlier—start from the very beginning. That is where it is going to make a difference. A kid doesn't drop out of the 9th or 10th grade; he drops out in kindergarten. You can best motivate these young people to stay in school and learn by showing them.

I remember a gentleman who became the ambassador to Mexico. He was told when he got to high school that he should take auto mechanics, that all he needed to learn was auto mechanics so he could take care of himself. When he finished that course, they told him, "You don't want to go to college, you don't have the aptitude." He said, "I am going to college." He went to college. Lo and behold, he eventually is on the college board of education and then later he was appointed ambassador to Mexico. Julian Nava will tell you this story over and over himself.

Our system is not right for everybody, but it is not wrong for everybody. There are a lot of programs. We started the ROP program. Instead of investing in the ROP program like we should and making sure that the successful ROP programs are replicated all over the country so you can have the transition from school to work, we are going to have a new program.

This is my challenge. Start relooking at things. What is really happening out there with the individuals we are trying to serve? Then embellish the programs that we have that we know are a success.

Job Corps is not for everybody but it is a success for a great many people. We had an administration that tried to do away with Job Corps. Fortunately, we had enough supporters in Congress to not only be able to maintain it but expand it. The new administration wants to expand it.

I have sat here for the last 11 years and watched program after program envisioned by visionary people but then as the result, when the practitioners in the field have to apply these things in time for somebody to alleviate the suffering, it doesn't work.

Thank you, Mr. Chairman.

Chairman FORD. Thank you.

Mr. CHASE. Mr. Chairman, if I could, on the example you gave on the guidance counselors, examples like that are obviously indefensible and not the usual practice.

I would commend to you a guidance program I recently had an opportunity to visit in South High School in Omaha, Nebraska, where in fact the type of guidance program they have is exemplary. There are the counselors doing things in nontraditional ways involving lots of different things and one that merits anybody's attention, I believe.

Secondly, as far as your comments about new programs, I think it is important for us all to keep in mind that what in fact we are looking for are approaches, avenues, ways of doing things that will meet different needs. The programs that are being recommended in this particular piece of legislation I think will go to meeting the needs of some students whose needs have not been met in the past. Anytime we can put forward those programs, I think we are ahead of the game.

The degree of flexibility that is needed, as mentioned by all the panelists, so the decisions can be made at the local level to determine the needs of the local business community and the local schools and students to make sure that the needs of all of the students, you referenced in your comments, are crucial and important.

This particular piece of legislation I believe will go a long way toward helping to meet the needs of some students who have not had their needs met before. I am not just talking about students who are at-risk students.

Mr. MARTINEZ. Well, our hopes and desires are the same I think. I have seen in too many instances and too many places, not just my district—I visited Boys Town in Omaha, Nebraska and the young people there at one time had very big problems with society and with themselves. Yet, in that environment, because of the design of that program, you could not tell that any of them had ever been a problem to anybody. If you talk to the alumni, and we got to talk to a lot of alumni, and look at the history of people who have gone through Boys Town and what they have accomplished and the high places they have attained, you would say that is a program to emulate over and over again.

The point is, we need to meet the needs of many young people whose needs have not been met. I am saying we have to start earlier. If the case is to be made at all, it is to be made at a very early age.

Our world is evolving, too. I understand that kids are influenced by the media and even the poor kids have television in their house so they are exposed to a lot of things. It is what young people are exposed to that sets the pattern for their future. If you see a lot of drug dealers in your environment and that is the norm and the way to succeed is by selling drugs, that is what you are going to do unless the school interviews—and school is not a babysitter. Not all teachers, but some teachers felt they were babysitters.

Even in my day when I went through school there were not opportunities like there are today. I had outstanding teachers who knew how to teach. I remember one teacher, Mrs. Casson in the sixth grade. She taught me one thing: She taught me that I could learn. If we could do that with every kid, I think every kids's life would be different.

Like I say, we are simply saying that we need what Mr. Gunderson was trying to get at; we need to see how we can reach with the few limited dollars we have the greatest number of young people that we need to serve, and we need to start doing it at an earlier time.

Chairman FORD. Mr. Duncan.

Mr. DUNCAN. I would like to say that, I think one important thing is whatever bill is passed is important but guidelines should be of course written. But I think it is also important that the local entity must have responsibility.

The biggest problem with bills is that they are passed in Washington and they are implemented by Washington, and it doesn't work because the same needs that might be in one community is not the same in another community. Most of the time that legislation is across the board. It doesn't give flexibility so communities would not buy into it.

It has to be flexible so that different communities can buy into it. That is the key for anything to be successful. You cannot legislate in Washington what happens in Flint. It is impossible. I think a lot of bills are written in that framework.

Mr. MARTINEZ. Thank you, Mr. Chairman.

Mr. KILDEE. Thank you for your comment. I am sure Mr. Goodling would agree entirely with your statement, Mr. Duncan. He has been pushing flexibility for quite some time and has got me convinced that all the wisdom does not reside here in Washington, DC. It resides out there in the school districts. We should be a helpful hand in government and give you some flexibility even within the various paths of Federal funds that come to you.

As long as you can show that you are doing a good job and are helping the students, that type of accountability, not that precise auditor-type of accountability that we have had in the past, I think you could devise some programs that would fit the needs of your particular communities.

Let me ask you this question: The President's bill or H.R. 2884 begins this exposure to the workplace in the 10th grade. Mr. Davisson, in your testimony you indicate that in your program the students are exposed to the workplace in the seventh grade. How did you come to this decision and how effective is it?

Mr. DAVISSON. Well, it was a conclusion of the high school who works in conjunction with the middle school that it was important to get that down because, as Mr. Martinez alluded to earlier, those opinions are formed about what they can and can't do at a very early age by the students, and it is important to get them down and exposed to it.

I wish I had a dollar for every parent that has come to me after a graduation over the last 23 years and said thank you, I don't know what you did, but my son or my daughter was never successful in school until he got to your school. It wasn't necessarily our school, it was exposed, and we hit the hot button, the thing that turned them on to education, to learning, and that is exactly what has to be happening in the elementary schools. I am sure my colleagues would agree on that.

In the middle schools and on up is when you hit the hot button and you see the smile and the twinkle in the eye, you know that learning is taking place and something has triggered their desire for some particular field. And what we have done at Sullivan College and Career Education for my 23 years and before that is to get them exposed, unlike a traditional four-year college route, to get them exposed to their career choice the very first day they are in school, get them in applied classes that they want.

At our school, they have to declare a major before they enroll. They can't come in on an undeclared major. We make them make a decision because we want them in there doing what they say they want to do right away. And that is what we are trying to apply in our program in Louisville, Kentucky at the high school and middle school level, get them exposed. Take them to Kroger, let them see all the opportunities that exist. It is not just a checkout stand, it is back behind the scenes. It is in the Acquisition Department, in the Real Estate Department that have to acquire the land and build the buildings. Blueprints. There is drafting. There is everything that these large corporations need that we never see. All we see is the checkout stand. We see the stockers and we see this.

There are hundreds of different jobs behind the scenes that they never get exposed to, and the parents may not be familiar with, so we have to educate the parents and bring them into the process, too, to change the mentality of what is appropriate. Everybody wants to have their son or daughter get a college degree. Well, most of the jobs in the next 10 or 20 years are not going to require a four-year college degree, the new jobs created, but they are going to require some postsecondary education and training. That is what this bill addresses. That is why I am so excited about it.

Mr. KILDEE. Let me ask this question. Any of you may answer it. Why do employers participate in your programs and what barriers are there to employer participation?

Mr. DAVISSON. If I can address this for a second real quickly. I will let Mr. Weir go, because I know he does this extremely well in Michigan. In our programs, every curriculum that we have in our college has a local business advisory board, and they meet twice a year and that is where the curriculum is developed. They tell us what they need and it is not just leadership service, we change our curriculums, run it by them for approval. They vote on our curriculums. Is this what you need for our graduates?

At my campus, I have six full-time people that do nothing except work with employers on getting our graduates jobs. We know what employers want. I think that is what Mr. Weir is going to state, too. You have to work with them. They become our friends or allies and that is what makes education in and business work together. It's not like we call them up on the phone and we don't know who these people are. We work with them every day.

Mr. WEIR. I think, in addition to that, we have always had advisory committees, but to get an employer to open their doors and actually make a commitment that costs them money, outside of releasing staff for a short period of time, to get employers to tackle the liability issue, the labor law issues, the union issues, the whole work issue, to get an employer to have a paid work experience instead of an unpaid work experience, that all depends on their perception of the need in their industry.

And believe it or not, in our own community, we have 17 General Motors facilities. Most of the facilities do not believe they have a skilled trades need. Even within that organization, there is disagreement about what the need is. And when we track down the problem, the problem is that many organizations don't look ahead in terms of labor needs because there has always been a supply of labor that can take the place tomorrow of the people who leave.

The plants that we are working with realize that that supply of labor is not there. And now they realize that their very survival depends upon them initiating the flow, turning the valve to get the water running again so there is a flow of labor. Because, frankly, the people that they have been hiring have not been able to be the kind of people that they want to maintain their plant culture which is a different plant culture than in the past.

The demands of the workforce are much, much different. They require a different kind of kid. We are not producing that kid and they are scared. And so one of things I think we need to do and one of the things that helps is to help them look ahead, which is something the Federal Government can do easier than most in terms of what are the real labor needs and, what is happening to our workforce and, is there a flow because the plants in our area don't believe there is a flow at all and they are worried.

Mr. KILDEE. In the rapport you establish between education and business, they must have to feel confidence in the product that you are sending them. Obviously you have to make sure that the product you are sending them will meet their needs. Is that a continuing issue in dealing with business and industry?

Mr. WEIR. Yes. One of the major difficulties we have is getting them to define what they want because, although they know what they want at the end, they don't know how to develop it in terms of developing the human potential that creates that "end" result. The long process of getting them to sit down and talk about what is the plant culture, what is the kind of person—what does a person look like that you want to fit into your plat. Not only do they have to know what that person needs to do but also to think and to be like.

It is more than skills, it is also attitude. It is also values. It is a lot of things that they are asking for, and that is why it makes it so difficult for industries to define what they want. They want more than skills. They want people who, for instance, people who care, people who can understand what quality is, people who can work in groups. All those things that can be mentioned today are factors, so it complicates the issue.

We need to be able to listen to them, but in order to listen, we have to be able to ask them the questions that will force them to answer in such a way that we could respond.

Mr. KILDEE. Yes, Mr. Chase.

Mr. CHASE. Mr. Kildee, just a concern that keeps creeping in the back of my mind, and I don't want to be overreacting to it. I think we have to keep in mind that education isn't only to have skills for X job, that there are those portable skills, there are those skills that we acquire in education that make us a whole person that are also very, very crucial and important.

And although I certainly agree that it is very important that we work with business, that we sit down and we talk and understand what businesses, industries need, that there is more to education than just providing for those needs. And I hope that I perhaps misunderstood some of the comments that I have heard or misread some of the comments that I have heard.

When it comes to developing a curriculum, for example, for a K-12 school system, it is particularly important that that curriculum be realistic in understanding that the students who leave there must have marketable skills and talents so they can enter the workplace. But it is also particularly important that there are other things there that create that wholeness of person that is essential in any educational attitude or any educational atmosphere.

And I don't think that either one should be promoted to the exclusion of the other, and so the barriers that need to be broken down between school employees, between educational people and those in the world of work need to go both ways so that both groups can in fact understand those needs.

Mr. KILDEE. This is probably not a perfect example, but I was thinking of the whole person the other night. My wife is traveling in Europe and I was sitting home alone and I thought I would listen to some Mozart. I love Mozart, but I couldn't get her stereo system working. There were a hundred buttons on it. So I could have used some help there, some technical training. So I hummed Mozart for a while and that was it. So we have to develop the whole person. That is probably not a very good example, but I felt frustrated. I could have had a little more technical training on that.

Are there closing remarks anyone wants to make?

Mr. CALLAHAN. Just very quickly. I certainly appreciate what each of the speakers have said here this morning, but I think it is equally as important that the technician enjoy a whole life just as our college graduates supposedly enjoy a whole life today. I think we have to spend time encouraging people to go into these jobs.

We do have problems out there that we can overcome if we put the right programs in place, and I will tell you that they don't have to be new programs. We can take what we are doing now and redirect them and accomplish what you have proposed in this bill. And I congratulate you for that and look forward to seeing this bill move through Congress so we can get it in place across this Nation because we definitely need a system, a nationwide system, not little bits and pieces here and there as we have now in vocational training, and I commend you for what you are doing and look forward to the final piece of legislation.

Mr. KILDEE. Yes?

Mr. DUNCAN. Also, I am glad to be here and I think it is important to remember, similar to what Mr. Chase is saying, because I think what truly should happen as a result of a bill like this is not only is there interest in the education of the whole person but that is going to benefit not only the school, but it is going to benefit business because business, once a child becomes involved in seeking a career, they are going to take an interest in school and not just a particular subject matter but hopefully many subjects which is going to bring about a better understanding of his role in school.

So I think if it is done the way it should be done, what Mr. Chase is talking about is going to happen, what businesses are talking about is going to happen, there is going to be a total person, a person not only interested in school but also in a job, a career he would like to have one day in the future.

Mr. KILDEE. Mr. Weir, do you have a closing remark?

Mr. WEIR. This has been the greatest day on the job experience I have ever had. I think the bill and what you are proposing and the way it looks at this point is something that we exactly need at this particular time in our country's development. We need kids who can do something, who feel a responsibility and have the accountability to actually do something productive, so I applaud your efforts and encourage them.

Mr. KILDEE. Ms. Mershon?

Ms. MERSHON. We were here today to discuss this bill and we have had conversation about it, and we have also had conversation about how the Federal Government should best use its dollars and whether a program like this has the potential to be effective. And I hope I was able to show you that the program that we have initiated in Louisville is very consistent with the components of your bill.

But what I want to point out to you is that, in Louisville, we think that this work is so important, and in fact it mirrors what you are attempting to do, that our work is being done with no Federal dollars. It is being done with no State dollars, it is being done totally by local people, business and education, who believe that this is a priority. I guess I want to make that point to you to say that I feel so strongly about what you are suggesting in the bill that I am here to talk to you about it today, but that we aren't using any of your dollars and we will do it whether the dollars are there from the Federal Government or not. That is how important it is to our community.

Mr. KILDEE. Thank you.

Mr. Davisson?

Mr. DAVISSON. I just would like to once again thank you and the committee that you have done so far and am looking forward to this bill moving quickly through and into our lives, as Kathy said, we are doing that in Louisville and we will continue to fight for those type of programs in Louisville, as I am sure they will in Michigan and other States. But this bill would certainly facilitate that and expand that to a larger area and more students that need this and to the industry that benefits from this well. So thank you very much.

Mr. KILDEE. Thank you. I have already said that some great things are happening in education on the State and local level. Very often people point out some problems with education but most of the reform and the patterns to reform exist out there, around the country. And the Federal Government, you know, should try to encourage that, not shackle you, not put so many strictures on you that you can't use your own creativity to meet the needs of your own community, and that is extremely important.

The Federal Government puts up in K-12 education only about 6 percent and the rest—the 94 percent comes from State and local. How that is going to be in Michigan, we don't know right now. It is really confusing right now. Six percent, if we can make that 6 percent at least something meaningful, and I do know this: I talked to President Clinton last week and he is—this is one of his top priorities as it is one of the top priorities of Secretary Reich and Secretary Riley.

It is one of the top priorities of Bill Ford who is Chairman of the full committee and there are two subcommittees who have jurisdiction over this. I mentioned the Labor Management chaired by Pat Williams and Elementary, Secondary, and Vocational Education Subcommittee chaired by myself. I think all of us intend to push this bill through. Not only have you given us more motivation for that, but you have given us some really good ideas as to how to make this bill a better bill. And one of the ways, of course, is not to stifle the creativity that already exists out there. And I can't thank you enough.

I have been to many a hearing and this has been one of the best hearings that I have ever attended and you are competing with a lot of other things on the Hill. We have got President Mubarak at one end of the building and Hillary and Bill at other end of the building, and you got quite a bit of turnout for members coming in, coming in and out, but that is just the nature of the process. I want to thank you.

I always tell people that this record will be printed. We keep—they are kept in the Archives of the United States, and a couple in the Library of Congress. Years ago, in case we could not keep the peace, they decided to keep extra copies at the Archives buried in Maryland. So maybe a thousand years from now, people will say there was a turning point in education and the six of you are a part of that. I thank you for that.

We will keep the record open for two weeks for any further submissions.

Mr. KILDEE. With that, we stand adjourned.

[Whereupon, at 11:23 a.m., the committee was adjourned.]

[Additional material submitted for the record follows.]

STATEMENT OF GAYLE C. MANCHIN AND JOAN M. SAROFF, POLITICAL LIAISONS, NATIONAL ASSOCIATION FOR DEVELOPMENTAL EDUCATION

The student population that will benefit from the School-to-Work Opportunities Act program represents a broad spectrum of the American population. This diverse student body includes high school graduates, GED equivalents, single-working parents, and displaced workers and mature adults.

In order for these students to be successful, many need to enroll in mathematics, writing, reading, and academic strategies programs with appropriate learning and counseling support. These critical developmental programs are available throughout this country in postsecondary institutions: community colleges, two-year private and public institutions, four-year private and public colleges and universities.

Unfortunately, many funded programs in operation at this time, unintentionally, exclude any developmental courses through either time-restriction or definition of vocational training. For example, students are mandated to complete a two-year program in two years by carrying a full class load. On the other hand, they can be denied financial aid by excluding reading, writing, or mathematical courses that are not directly applied toward their major but are needed for academic success. These stipulations can guarantee a high drop-out/failure rate.

If we are going to create programs which allow people to retrain, upgrade their skills, learn a trade or promote advancement, we must also create an academic environment which ensures retention and success. There is no point in recruiting students and developing programs if we do not do everything possible to retrain and graduate the participants. Therefore, we are requesting that the following be included in H.R. 2884: (1) developmental educators be specifically included in State Commissions which develop and authorize school-to-work programs for postsecondary students; (2) reading, writing, and mathematical courses that are needed as prerequisite for success in the retraining courses at the postsecondary institution be defined as part of the program.

Thank you for your consideration of this very crucial issue.

STATEMENT OF MATTHEW B. COFFEY, PRESIDENT, NATIONAL TOOLING & MACHINING ASSOCIATION, WASHINGTON, MARYLAND

On behalf of the 3,000 member companies of the National Tooling and Machining Association (NTMA), I am respectfully requesting that the attached statement by Matthew B. Coffey, President of NTMA be submitted for the record on the School-to-Work Opportunities Act of 1993 (H.R. 2884).

NTMA, strongly believes that industry must be involved with the schools to help define skill requirements, provide curriculum guidance as well as guidance with on-the-job training. Our association has conducted training courses since 1963 with community and junior colleges around the country in an on-going effort to operate programs that work for employers and result in beneficial job placement for students. Nevertheless, the tooling and machining industry continues to suffer a chronic shortage of skilled labor from the inability of the school and vocational education systems to realize their full potential.

NTMA was founded 50 years ago expressly for the purpose of recruiting and training skilled workers for the tooling and machining industry. Today, we are made up of men and women skilled in the craft of precision metalforming through a four-year, 8,000-hour apprenticeship. The industry demands high skill and technology with most competitive shops using CAD/CAM systems.

We very much support the tech-prep program as the natural mechanism to expand into apprenticeship training. As a nationally recognized provider of such training, we appreciate the opportunity (by submitting the attached) to contribute to the debate on this vitally important program.

STATEMENT OF

MATTHEW B. COFFEY

My name is Matt Coffey and I am President of the National Tooling and Machining Association (NTMA).

NTMA is the national representative of 3,000 contract tooling and machining shops located in 42 states and organized into 54 local federated chapters. Our companies manufacture tools, dies, molds, jigs, fixtures, and precision production parts, and some firms specialize in experimental research and development work.

NTMA's members are small businesses, averaging 25 employees, yet the industry generates sales in excess of $20 billion a year. The industry supplies the special tooling for such vital industries as aerospace, appliances, electronics, agricultural implements, environmental and nuclear, among others.

I should also mention that the industry requires craftsmen with an extraordinary high degree of skill and ability. A toolmaker is trained at great expense, usually in a 4-year, 8,000 hour apprenticeship program. More and more of our shops now use computer-aided design and computer-aided manufacturing in the production of tools and parts to a precision of a few millionths of an inch.

My message to you today is not only as President of NTMA, but also as the Commission Co-Chair of the Modernization Forum Skills Commission. The Commission is composed of distinguished men and women from both government and the private sector (see membership listing at attachment 1) who worked very hard to analyze the needs and requirements necessary for the modernization of America's industrial base skills.

This analysis included not only an examination of the barriers to building skills for industrial modernization, but recommended policy principles and programs to develop skills for modernization in the coming years in the United States. The Skills Commission is very supportive of school-to-work programs which integrate work-based learning and school-based learning and the connecting activities that help deliver quality programs. These concepts are interwoven throughout the Commission's report which also includes a strong emphasis on the training of in-place workers.

These recommendations have been embodied in the Commission's report which is now submitted for the Committee's use and guidance in formulating legislation on this important topic so vital to improving workforce skills in modernizing manufacturing in America.

Skills for Industrial Modernization

The Report of the
Modernization Forum
Skills Commission

79-393

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Executive Summary

The Challenge

This report presents a national strategy to enhance the skills of workers in America's industrial foundation of small and midsized manufacturing firms. Foundation firms must modernize to compete. Stronger workforce skills in modernizing foundation firms will raise the performance of manufacturing in America.

Foundation firms are growing rapidly in numbers and relative importance in the United States. The 373,000 U.S. manufacturing establishments of less than 500 workers employ 12.2 million people, nearly two-thirds of the manufacturing workforce.(1) They have added two million jobs since 1967(2) and produce over half of manufacturing value-added.(3) They make most of the parts, components, and tooling required by large manufacturers. Some are innovators, developing new products and new markets. They form the broad supplier base of our great metropolitan manufacturing centers and anchor jobs in smaller cities and towns across America.

The demanding markets of the 1990s challenge our foundation firms. Unfortunately, most smaller manufacturers perform poorly compared to larger U.S. manufacturers and to the smaller firms of our trade competitors. The productivity slowdown among foundation firms has been twice as steep as among larger manufacturers.(4) Smaller manufacturing establishments are 69 percent as productive as larger ones, according to the most recent data, down from 79 percent in 1967. Inevitably, the wage gap between large and small firms also has widened.(5)

Manufacturing in America will be stronger if thousands of foundation firms accelerate modernization of their design, production, and marketing capabilities, and the management methods that focus them. Manufacturing modernization requires that firms simultaneously master state-of-market technologies, new production methods, and high performance work processes—all of which demand substantial improvement in worker skills. Today, few of the 12.2 million foundation firm workers have the skills necessary to sustain this course.

Foundation firms and their workers will perform at higher levels only if the nation embarks on a mission:

- Pioneered in consortia of pathfinder foundation firms,
- Supported through cooperation within regional labor markets, and
- Enabled by targeted investment from federal and state governments.

Recommendations: A Skills Program for Industrial Modernization

The Modernization Forum Skills Commission proposes a program of Skills for Industrial Modernization (SIM) to complement and enhance current federal and state industrial modernization and workforce development efforts. The program will generate Regional Skills Coalitions (RSCs) to target investment in workplace learning within consortia of firms. The SIM program will reach thousands of modernizing foundation firms and help at least one million workers acquire the skills and knowledge needed to sustain modern manufacturing. The following actions will implement the program.

Recommendation 1:

Help Foundation Firms Form Learning Consortia

The federal government led by the Department of Labor should establish Skills for Industrial Modernization (SIM) challenge grants to help modernizing foundation firms form and sustain Learning Consortia. The federal government should award funds to Regional Skills Coalitions (RSCs) through nationally competed cooperative agreements. Federal funds would be matched one-to-one by non-federal sources.

Regional Skills Coalitions would carry out the SIM program mission in regional labor markets. RSCs would focus exclusively on the skills needs of modernizing foundation firms. Federal government respect for regional experience should permit flexibility in the composition of RSCs. In some places, established coalitions might assume the role and responsibilities of an RSC. In others, RSCs would form in response to the SIM program. RSCs would consist of organizations that can serve the skills needs of foundation firms and have strong stakes in the performance of manufacturing in their regions.

Typical participants could include community, technical, and four-year colleges; the supplier development organizations of major corporations; trade associations; manufacturing technology and outreach centers; state industrial extension programs; public education districts; labor unions; private, non-profit community-based organizations; private, for-profit training providers; and, in a strong sponsorship role, state governments. RSC programs should be consistent with, complement, and enhance the modernization and skills development initiatives of host states.

The Regional Skills Coalitions would invest funds in Learning Consortia established by modernizing foundation firms that work together on skills. The consortia would match the funds from RSCs with cash and in-kind investment. The Labor Department and the RSCs would broadly disseminate the lessons from the Learning Consortia as best practice so that many more foundation firms could emulate them. Federal funding would increase over five years to $250 million annually matched by state and local funds and then matched again by the participating firms. The goal is creation of 2,500 consortia comprised of 25,000 firms that together employ at least one million workers.

Recommendation 2:
Leverage Established Modernization Capabilities

Demand for skills *on the scale we envision* does not yet exist. It must be developed through strategic public investment that stimulates demand for high skills and demonstrates the value of education and training. Funds should leverage existing capabilities and target modernizing foundation firms in order to maximize national economic benefits.

To target its investment, the federal government should tightly link the Skills for Industrial Modernization program and the expanding national modernization infrastructure. The Manufacturing Extension Partnership (MEP) of the Commerce Department's National Institute of Standards and Technology (NIST) is the leading federal sponsor and organizer of the modernization infrastructure. The customers of the MEP's Manufacturing Technology Centers (MTCs), Manufacturing Outreach Centers (MOCs), and other deployment organizations will be the best candidates to form Learning Consortia. NIST MTCs and MOCs should actively participate in the Regional Skills Coalitions that sponsor the Learning Consortia.

Recommendation 3:
Link Related Federal Initiatives

The federal government should formalize and fund the emerging alliance between the Department of Labor and NIST. The alliance should harvest best practice from the experience of the SIM Learning Consortia, provide technical assistance and labor market analysis to established and candidate RSCs, support wide dissemination of human resource development tools crafted for use in foundation firms, and stimulate communication among practitioners of skills development and industrial modernization. The Labor Department's newly developed National Workforce Assistance Collaborative (NWAC) and its Training Technology Resource Center (TTRC) can contribute significantly to this work.

The Skills for Industrial Modernization program should be linked to other federal initiatives that can enhance and be enhanced by its mission. SIM Learning Consortia would make excellent partners for the school-to-work transition program now under joint development by the Departments of Labor and Education. The Labor Department has envisioned "one-stop" career centers that could be valuable resources for the SIM Learning Consortia, especially if the SIM program's Regional Skills Coalitions develop plans that can link such centers and the consortia.

At the scale we envision, the SIM Program could stimulate broader action by large manufacturing corporations; foundation firms; trade associations; labor unions; public education; community, technical and four-year colleges; modernization agencies; state governments; community-based and non-profit organizations; and other parties interested in enhancing skills to support industrial modernization.

Principles to Guide Policy, Program and Practice

The Skills for Industrial Modernization program will yield the highest returns on investment if guided by the following principles.

1) Place skills development within a comprehensive modernization strategy.

Manufacturing modernization is complex. Modernizing firms attempt interdependent and often simultaneous development of their design and production technologies, worker skills, work organization, market focus, customer and supplier relationships, and management practices. Programs focused only on training may fail. Education and training programs should integrate skills development into a comprehensive modernization strategy.

2) Strive for high performance work organization.

High performance work organizations fully use workers' skills, involving them in the planning and implementation of changes at the firm. The public and private sectors will benefit little from investments in education and training unless new skills are deployed in firms where the organization of work enhances worker participation and uses skills effectively. Workers and managers are far more likely to seek and apply higher skills if they have direct responsibility for organizational performance and customer satisfaction and can act on that responsibility. For the modernizing firm, worker participation is a key business strategy. Modernization agencies and training providers should help firms link training to work reorganization. New modes of work must increase the capability and commitment of workers and help build formal and informal learning systems within firms.

3) Make learning, not just training, the goal.

As the pace of economic and technological change accelerates, the ability of workers and enterprises to learn and adapt becomes a core element in the global competition among corporations and national economies. Manufacturing enterprises acquire much of the learning critical to their economic success as they engage customers, conceive and develop new products, and plan, implement, and optimize new design and production technologies and methods. Foundation firms strengthen regional economies when their cultures, work processes, and structures capture knowledge and encourage collaborative learning.

4) *Embed skill enhancement in work processes.*

Workers learn new skills best on the job. Work provides them with a context that links application of new knowledge to work interests and career goals. Modernization and education organizations should structure on-the-job training to enhance the skills and knowledge of workers performing modern work processes. Education and training should be embedded in the new design and process technologies used by foundation firms. Foundation firms will gain most from their limited dollars when they invest in work-based learning. Foundation firms generally avoid elaborate, formal training systems but will use ones that allow workers to learn as they produce.

5) *Promote consortial approaches by groups of firms committed to joint learning.*

The grand challenge of developing skills for industrial modernization dictates a consortial strategy. There is no other way to enhance the skills of 12.2 million workers at 373,000 establishments. New public investments in the skills of the current industrial workforce should, like the rest of the modernization system, promote inter-firm cooperation. Consortial approaches use finite funds efficiently, aggregate demand of modernizing firms, enhance their market power, promote virtuous peer pressure, leverage the innovations of individual lead firms, and harvest best practice from team work.

6) *Target resources to leverage lessons from pathfinder firms.*

The public sector should target its limited resources to develop and disseminate best practices among consortia of foundation firms that take the high and risky road of aggressive modernization. Federal and state governments should allocate funds on a competitive basis through coalitions of organizations that broker the full range of assistance needed by modernizing firms. Pathfinder firms can develop approaches to high performance work organization and workplace learning that become models for thousands of kindred firms.

7) *Reward cooperation within regional labor markets.*

The federal government should allocate new federal funding for skills for industrial modernization on a competitive basis to coalitions of organizations with the ability to meet the skills needs of foundation firms and strong stakes in the performance of manufacturing in their regions. The coalitions should serve regional labor markets, assess the near- and long-terms skills needs of foundation firms, and develop plans to meet those needs. Their programs should be consistent with, complement, and enhance state-level modernization and workforce development initiatives. Their most important function should be to invest public funds, on a matched basis, in model skills development projects that consortia of leading foundation firms propose and conduct. Coalitions should compete to receive and renew federal and state support based on their ability to bring the right players to the table, work with foundation firms, generate high-quality projects with regional impacts, and draw and disseminate lessons for regional, state, and national benefit.

8) *Provide dynamic benchmarks, not static standards.*

Firms and their workers need better systems to set skills targets and gauge progress. Static standards based on average practice are not suitable because the skills required of workers in flexible, technically dynamic enterprises change frequently. Periodic standards setting does not sustain collaborative relations among manufacturers, educators, and other training providers. The national initiative to establish a voluntary national system of skills standards provides an opportunity to create a dynamic benchmarking system that consistently promulgates current best practices to guide the investment of foundation firms, workers, and governments in skill development.

9) *Build school-to-work transition bridges for the skilled workers of tomorrow.*

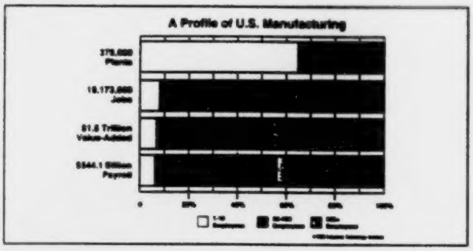
New initiatives to improve the school to work transition of young people should be especially responsive to the skill requirements of smaller manufacturers. When foundation firms in SIM Learning Consortia identify needs for new skills and new workers, school-to-work programs in regions with a SIM RSC should support, work with, and learn from the coalition and the consortia it sponsors. Educational institutions at all levels should prepare new entrants to manufacturing employment at managerial and technical levels, and they should do so in ways that meet the needs of firms choosing the challenging path of high technology and high performance work organization.

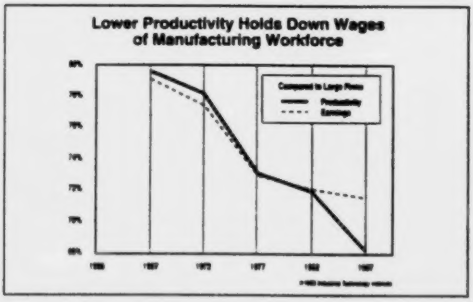
I. Modernization of America's Industrial Base Requires Skilled Workers and Firms Committed to Workplace Learning

To perform in the emerging global marketplace, American manufacturers must master new technologies, techniques, and methods of work organization. Our society will be richer if many firms take this path of continuous modernization. The challenge is acute for *foundation firms*, the small and midsized manufacturers that are the broad base of American industry.

Foundation Firms Are Vital to U.S. Manufacturing

Manufacturing in the United States is increasingly performed by smaller enterprises. Some 98 percent of America's 378,000 manufacturing establishments employ fewer than 500 workers.(8) Their share of the industrial workforce has grown over the past 20 years. As large manufacturing corporations have shed over 1.2 million jobs, smaller establishments have added 2.2 million. The 12.2 million Americans now employed by foundation firms constitute 64 percent of the industrial workforce and produce over half of the value added to U.S. manufacturing.(9)





Seemingly contradictory currents drive the growth of smaller enterprises. Some larger companies, challenged in their once-secure North American markets, have outsourced to smaller, low-wage, lower-cost independent suppliers. Some highly talented, technically modern smaller firms have nimbly spotted new market niches and quickly shifted capacity to emerging opportunities.

Many foundation firms are brilliantly managed enterprises that provide good jobs and essential capabilities. Overall, however, the growing role of small firms in American manufacturing has not enhanced our national economic competitiveness. As our manufacturing productivity growth rate has slowed since the late 1960s, the decline has been *twice as steep* in foundation firms, where value-added per hour worked has grown at a weak 1.3 percent per year on average.(10) In 1967, smaller manufacturing establishments were 79 percent as productive as larger ones; according to the most recent data, they are only 69 percent as productive. Inevitably, the large firm/small firm wage gap has also widened.(11)

It is in America's interest that many foundation firms take the demanding road to successful competition in the markets that reward distinctive capability with prices that can support good wages. If more take the alternative path, driving production cost and wages down toward the levels of less industrialized nations, the standard of living and quality of life for many Americans will decline. Large multi-national corporations can relocate manufacturing operations to regions of the world with lower costs of production. As they do, high wage jobs are lost here at home. Foundation firms are rooted in their communities. Their success will drive growth in America.

The American economy will be stronger if thousands of foundation firms

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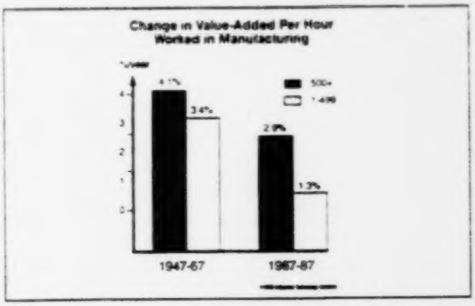


accelerate modernization of their design, production, and marketing capabilities and the management methods that focus them. Only modern firms will compete successfully in the market of the future. Only modern firms will pay good wages.

Manufacturing Modernization Is Multi-Dimensional Change

Manufacturing modernization is a complex process of managing simultaneous change across several elements of the firm, the most important of which are:

Technology: Firms competing in the most rewarding and demanding markets must master computer-based technologies and methods for design, engineering, requirements planning, fabrication, assembly, materials handling, in-process inspection, and inventory management. In the modern shop, computers control and integrate machines, cells, production and office functions, and most inter-firm communication. Smaller firms need help as they choose, install, integrate, and optimize these technologies.

Markets: The most rewarding markets are often international in scope, highly segmented, and volatile. Small manufacturers accustomed to local, homogeneous, stable markets must develop new skills in market analysis and new sales channels.

Work Organization: More sophisticated, high-value added production is typically the domain of flexible enterprises that must meet customer requirements for quality, reliability, precision, engineering content, and quick delivery. Centralized and hierarchical work organization blocks such objectives. Modernizing firms must move toward flexible, high performance work organization, the main attributes of which are flat management structures, job rotation, employee involvement in problem solving, and employee work teams with significant autonomy and authority.

Skills: Managers and workers in modernizing foundation firms often need new occupational, technical, and problem-solving skills to optimize advanced technology and flexible work organizations. Even leading-edge foundation firms have found that developing advanced technical skills may first require upgrading the basic literacy, numeracy, and communication skills of their employees.

Finance: Firms that explore new markets, acquire modern technologies, and invest in skills often must develop new competence in business finance and credit and capital management.

Inter-Firm Cooperation: Foundation firms discover that modernization requires new skills and mechanisms for managing their relationships with other companies. Customer firms and suppliers practice concurrent engineering. Kindred and even competing foundation firms also form marketing and production alliances. Smaller firms often lack experience in collaboration to pursue joint solutions to common problems, including cooperative development of learning systems.

Advanced Business Management Practices: Smaller firms cannot organize inter-related, simultaneous change in all the dimensions above without using advanced business management practices. It is daunting but necessary for foundation firms to adopt strategic planning and total quality management practices.

Because modernization involves multi-dimensional change, foundation firms will not sustain modernization unless their employees can acquire the knowledge and skills essential for high performance manufacturing. Today, few can.

In America, no coherent system invests in the abilities of the 12.2 million workers in small and midsized manufacturing establishments. The education and previous employment of most foundation firm workers has not developed the technical, problem solving, and teamwork abilities essential to modern, high performance manufacturing. Few schools foster teamwork in education or see foundation firms as customers. Few firms organize work in ways that encourage work-based learning.

II. Barriers to Building Skills for Industrial Modernization

The development of skills required for industrial modernization presents significant challenges to foundation firms, workers, education and training agencies, the federal and state governments, and organizations promoting modern manufacturing. All of these parties must work together to invest in the skills of currently employed workers, link education and training to workplace needs, encourage high performance work organization, and foster broad-based learning within firms. To do so, they must overcome many pressing problems.

Most foundation firms invest little in the skills of their workers and are not organized to take full advantage of existing skills. Many small firms believe they lack the money, time, and information needed to upgrade worker capabilities. Small manufacturers have been reluctant to commit dollars and people to skills development. Few owners and managers have the background and patience needed to develop learning systems and training programs. They lack time to assess their skills needs and deal with training providers. Small firms have inadequate information about skills benchmarks by which to gauge the learning needs of their workers.

Foundation firms are not exposed to the potential benefits of flexible, high performance work organization that fully utilizes worker skills. There are few well-documented cases of kindred firms prospering through investment in training and few mechanisms for small manufacturers to learn from the experiences of those that do.

Price pressures from large industrial customers often discourage expenditures for training and push firms toward the low-wage, low-skill option. Many small manufacturers under-invest in training because they fear that other firms will pirate newly trained workers away from them. Even firms with an interest in training often lack the market power to secure it at a price they believe they can afford. Nor do they often have the political experience or time to rally their peers to a collective engagement with training providers.

The workers in foundation firms lack support systems for learning and have few incentives to pursue and apply advanced skills. Workers rarely have an opportunity to understand—much less help shape—firm strategy, and thus they have little sense of how broadening and deepening their skills might benefit both them and the firm. They often are unaware of how they can acquire new skills and what skills will make them more employable at higher wage levels.

Foundation firm workers have little or no access to skills assessment, counseling, and career planning. They generally know very little about the limited government assistance available to help them pursue education and skill development on a part-time basis and are reluctant to use programs that require up-front investment from individuals. Because skill benchmarks are available in few occupations, workers have little opportunity to gauge their capabilities against industry standards or to relate skill development to career opportunity. They receive little credit for the informal learning that takes place on the job.

Education and training institutions have not focused on developing learning systems within foundation firms. Few educational and training institutions are skilled in the design and transfer of methodologies that advance flexible work organizations and intra-firm learning systems. Typically, they have focused on building the skills of individuals through training without developing the capabilities of firms to promote learning.

Too often funding formulas for education and training discourage work with smaller firms, so many education and training institutions have no real experience with foundation firms. Where they do, they usually prescribe only narrow on-the-job training.

Existing regional labor market institutions have difficulty meeting the disaggregated needs of foundation firms and have neither the mandate nor means to facilitate consortial action among firms. The Employment Service and Job Training Partnership Act organizations have important missions to serve the needs of unemployed, disadvantaged, and dislocated workers. They cannot and should not be asked to focus on upgrading the skills of currently-employed foundation firm workers. They are not well connected with foundation firms, lack the staff to assess their long-term skill requirements, and have no incentive to re-orient their missions toward the needs of such firms and workers.

To date, government efforts to help incumbent manufacturing workers learn higher skills have been limited. Federal funds for skill development are available almost exclusively to the unemployed and disadvantaged. With the commendable exception of the recent alliance between the Labor Department's Employment and Training Administration (ETA) and the National Institute for Standards and Technology (NIST), federal government programs do not yet embrace the connections among training, work re-organization, and the other dimensions of manufacturing modernization.

Traditionally, government programs have focused on formal classroom training and have not accommodated informal on-site training. Federal and state training resources are seldom available to address needs of incumbent manufacturing workers for assessments, long-term skills development planning, technical assistance and guidance, and the development of new educational products or services.

In the last decade, some states explored new approaches. Several industrial states have developed programs to provide skills upgrading assistance to incumbent workers. The programs are usually targeted to small and midsized firms, but at present still probe for approaches to ensure strategic investment and strong returns. Some states now manage training resources from within their modernization or economic development agencies. These states are evolving models that link skills development with manufacturing modernization and competitiveness objectives.

These promising initiatives seek to overcome limitations in the way most government programs are structured to deliver training. Many states allocate funds through traditional training agencies to training providers and education agencies, requiring significant efforts for coordination with the primary customers—the affected firms and workers.

While these problems are significant, each can be overcome. A necessary first step is to define the principles that should guide skills initiatives for industrial modernization.

III. Principles to Guide Policy, Program, and Practice

Skills policies and programs aimed at the modernization of America's industrial base will require coordinated actions across a very broad front and sustained commitment over several years. We believe this mission should be guided by the following principles.

1. Place skills development within a comprehensive modernizing strategy.

Manufacturing modernization is complex. Modernizing firms attempt interdependent development of their design and production technologies, worker skills and work organization, customer and supplier relationships, market focus, and management practices. Job training does not drive modernization, so programs focused on training alone will be less effective. Successful programs will base skills development on how modernizing firms learn what they need to know.

Because foundation firm modernization requires simultaneous change across several dimensions, assistance to firms should be integrated across these same dimensions. Programs that assist busy foundation firms must combine services in a comprehensive, time-efficient approach.

Skill development programs aimed at workers in foundation firms can be carried out most effectively by tight partnerships between industrial modernization organizations with the scale to serve hundreds of customer firms and training providers who understand the broader dimensions of manufacturing modernization and can perform well for smaller firms. Because the primary business of modernization organizations is direct service to foundation firms, they would typically manage comprehensive projects that include skills development and maintain long-term relations with customer groups. Community colleges and comparable educational institutions would typically deliver training services based on their expertise in skills development. Resourceful organizations supporting smaller manufacturing regions may deliver training and some modernization services. All comprehensive assistance interventions should promote worker participation.

Correspondingly, federal strategy should not treat worker training and manufacturing modernization as unrelated challenges to be addressed through separate initiatives and delivered by separate organizations. The federal government should not further fragment administrative responsibility for job training. Any new federal worker training initiatives should be administered by established centers of expertise within the U.S. Departments of Labor and Education and coordinated with the industrial modernization mission of the Department of Commerce.

2. Strive for high performance work organization.

High performance work organizations fully use workers' skills, involving them in the planning and implementation of changes at the firm. The public and private sectors will benefit little from investments in education and training unless new skills are deployed in firms where the organization of work enhances worker participation and uses skills effectively.

Workers and managers are far more likely to seek and apply higher skills if they have direct responsibility for organizational performance and customer satisfaction and can act on that responsibility. For the modernizing firm, worker participation is a key business strategy. Modernization agencies and training providers should help firms link training to work reorganization. New modes of work must increase the capability and commitment of workers and help build formal and informal learning systems within firms.

Federal and state policies must encourage firms to embrace the broader issues of worker skill and work organization. A focus on narrow training would breed preoccupation with the provider side of the delivery system rather than the real needs of small firms and workers.

To support the objective of high performance work organization, public investment should build capacity in those education and training organizations that serve modernizing foundation firms. Resources should be broadly available to help firms reorganize work processes, expand worker participation, and support skills assessment, guidance, educational planning, and skill upgrading for workers.

3. Make learning, not just training, the goal.

As the pace of economic and technological change accelerates, the ability of workers and enterprises to learn and adapt becomes a core element in the global competition among corporations and national economies. Manufacturing enterprises acquire much of the learning critical to their economic success as they engage customers, conceive and develop new products, and plan, implement, and optimize new design and production technologies and methods. Foundation firms strengthen regional economies when their cultures, work processes, and structures capture knowledge and encourage collaborative learning.

4. *Embed skill enhancement in work processes.*

Workers learn new skills best on the job. Work provides them with a context that links application of new knowledge to work interests and career goals. Modernization and education organizations should structure on-the-job training to enhance the skills and knowledge of workers performing modern work processes. Education and training should be embedded in the new design and process technologies used by foundation firms. Foundation firms will gain most from their limited dollars when they invest in work-based learning. Foundation firms generally avoid elaborate, formal training systems but will use ones that allow workers to learn as they produce.

5. *Promote consortial approaches by groups of firms committed to joint learning.*

The grand challenge of developing skills for industrial modernization dictates a consortial strategy. There is no other way to enhance the skills of 12.2 million workers at 373,000 establishments. New public investments in the skills of the current industrial workforce should, like the rest of the modernization system, promote inter-firm cooperation. The consortial approach uses finite funds efficiently, aggregates the demand of modernizing firms, enhances their market power, promotes virtuous peer pressure, leverages the innovations of individual lead firms, and harvests best practice from team work.

Some firms will seek and pay for training on their own, but there will never be sufficient public resources to support single firm service as the primary means of providing skills for industrial modernization. Smaller manufacturers are often ignored when they act alone. Acting together, they become a collective customer with authority comparable to that of much larger corporations. Foundation firms that aggregate their demand will secure more effective service from training providers. Collective consumption of services will drive down the cost to individual firms.

Recent initiatives in Europe and our own experience as service providers in the United States suggest that inter-firm cooperation has enormous potential to accelerate the modernization process by promoting shared learning among firms. Companies can pool their training needs, compare experience, and benefit from collective intelligence, especially in implementing new approaches to quality management and participatory work organization. Leaders of small firms learn best from one another even as they compete.

Our strategy is based on the exemplary power of pathfinder firms that model the high road of sustained modernization. Maximum cross-fertilization among leading foundation firms is essential to the success of our strategy. Group projects will forge such links. Discovery of best practice confirmed in teamwork has power.

6. *Target resources to leverage lessons from pathfinder firms.*

The public sector should target its limited resources to develop and disseminate best practices among consortia of foundation firms that take the high and risky road of aggressive modernization. Federal and state governments should allocate funds on a competitive basis through coalitions of organizations that can broker the full range of assistance that modernizing firms need. Pathfinder firms can develop approaches to high performance work organization and workplace learning that become models for thousands of kindred firms.

Too frequently, education and skill development programs are based on the apparent needs of common practice firms. They are designed to meet the skill requirements for workers in relatively segmented and narrow task boundaries. The quality of work preparation therefore perversely affects its demand. Staffed by workers and managers unprepared for high performance work organization, common practice firms avoid instituting work systems that would heighten demand for new skills. This cycle can be interrupted by targeted investment that challenges and supports firms to modernize.

Resources should be allocated only to foundation firms. Workers in larger corporations also need skills development, but there are substantially greater training and education resources available to large firms. The leverage of public funds in large firms is limited, since the assistance is marginal to the scale of need and hence cannot induce change within the firm. However, large firms can help support training consortia among their suppliers, share their training facilities, and validate the importance of high performance work organization and workplace learning as desirable supplier practices.

Targeting resources to pathfinder foundation firms would have a major national impact if done at a serious scale rather than through policy pilots. To illustrate one model, assume that:

- Most participating foundation firms employ at least 20 workers.
- 20 percent of the manufacturers with 20-499 employees participate.
- Each firm invests $1,000 per worker per year, or a minimum of $20,000.
- Each firm's investment is leveraged in a consortia of five to 15 firms, and
- Governments match each consortial investment dollar for dollar.

In this case, some 2,000 to 3,000 skills consortia across the country would aggregate the demand of leading foundation firms at work on the human resource dimensions of industrial modernization. Consortia with annual budgets of between $200,000 and $600,000 would command the attention of service providers. Nationally, firms and government would invest an annual total of $1 billion. At this scale, best practice would be confirmed in powerful exemplars, many more firms would follow the leaders, and stronger markets for skill development would evolve.

7. Reward cooperation within regional labor markets.

A national infrastructure is being built to support industrial modernization. Its public and private proponents and practitioners at the federal, state, and regional level recognize that the best approach to service delivery will vary with the industrial mix, institutional arrangements, and political geography of regions. Federal investment should drive national objectives and set performance standards while encouraging regional ingenuity.

Federal support of regional flexibility is especially appropriate when targeting new public investment in skills for modernization. The arena of organizational orchestration and action should be regional labor markets which usually correspond to the service regions of larger modernization organizations.

With few exceptions, the structures that deliver the established federal programs for workforce education and training are not appropriate to the mission of skills development in the foundation firm workforce. Programs for unemployed, disadvantaged, and dislocated workers fulfill an essential social responsibility and are a wise public investment. A skills for industrial modernization program should not compete with the mission of such traditional programs. We hope to build a strong interface between programs that return workers to employment and programs that widen their capabilities at work.

However, it would be redundant, expensive, and confusing to create a new nationally uniform system of sub-state labor market institutions. A more practical approach is coalitions of organizations with the ability and incentive to enhance the skills of modernizing foundation firms. The federal government should respect regional experience and permit flexibility in the composition of coalitions. In some places, established coalitions might assume the new role and responsibilities; in others, they would form in response to the new program. The work of coalitions should be consistent with, complement, and enhance the modernization and skills development initiatives of host states. If states have established human resource investment councils, industrial modernization councils, or comparable substate bodies, the coalitions that implement the skills for industrial modernization program should develop proposals and plans with the oversight of these bodies.

8. Provide dynamic benchmarks, not static standards.

Firms and workers need better systems to set skills targets and gauge progress. Static standards based on average practice are not suitable because the skills required of workers in flexible, technically dynamic enterprises change frequently. Nor does periodic standards setting alone sustain cooperative relations among manufacturers, and educators, and other training providers. The national initiative to establish a voluntary national system of skills standards provides an opportunity to create a dynamic benchmarking system that consistently promulgates current best practices to guide the investment of foundation firms, workers, and governments in skills development.

9. Build transition bridges for the skilled workers of tomorrow.

In some manufacturing sectors, many workers are more than 50 years old. Frequently, the most highly skilled workers are among the oldest. For many foundation firms, the outlook for replacement workers is bleak. The pervasive myth of a post-industrial economy has discouraged most young people from pursuing careers in manufacturing.

New initiatives to improve the school to work transition of young people should be especially responsive to the skill requirements of smaller manufacturers. When foundation firms identify needs for new skills and new workers, school-to-work programs should support, work with, and learn from the firms. Educational institutions at all levels should prepare new entrants to technical and managerial jobs in manufacturing in ways that meet the needs of firms that have chosen the challenging path of high technology and high performance work organization.

IV. Recommendations: Skills for Industrial Modernization

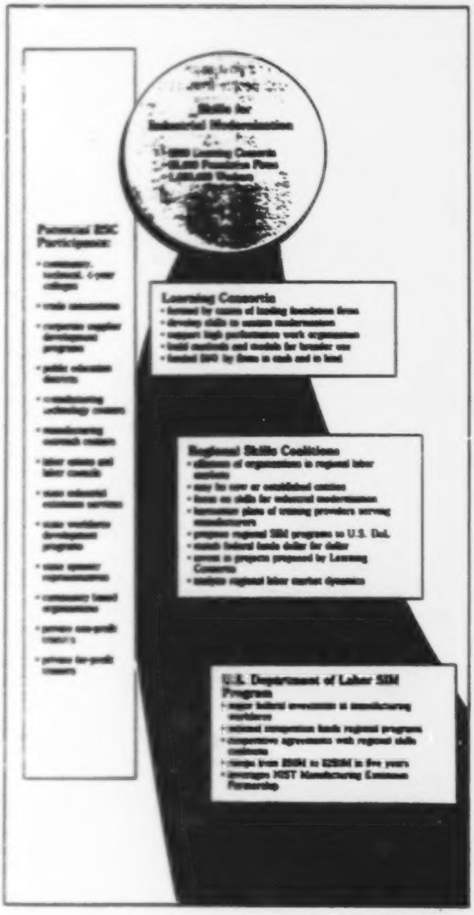
We propose a program of Skills for Industrial Modernization (SIM) based on the needs and principles presented above. The program will generate Regional Skills Coalitions (RSCs) to target investment in workplace learning within consortia of firms. The SIM program will reach thousands of modernizing foundation firms and help at least one million workers acquire the skills and knowledge needed to sustain modern manufacturing. We make the following recommendations to implement the Skills for Industrial Modernization program.

Recommendation 1: Help Foundation Firms Form Learning Consortia

The federal government led by the Department of Labor should establish Skills for Industrial Modernization (SIM) challenge grants to help modernizing foundation firms form and sustain Learning Consortia. The federal government should award funds to Regional Skills Coalitions (RSCs) through nationally competed cooperative agreements. Federal funds would be matched one-to-one by non-federal sources and should not be earmarked or awarded by formula.

Regional Skills Coalitions would carry out the SIM program mission in regional labor markets. RSCs would focus on the skills needs of modernizing foundation firms. They would consist of organizations that can serve those needs and have strong stakes in the performance of manufacturing in their regions.

The specific composition, configuration, and division of responsibility within the coalitions would be shaped by regional circumstances and the goals and established initiatives of regional and state leadership. In some places, established coalitions might assume the role and responsibilities of


Skills for Industrial Modernization
500 Learning Consortia
25,000 Foundation Firms
1,000,000 Workers
Potential RSC Participants:
• community, technical, 4-year colleges
• trade associations
• corporate supplier development programs
• public education districts
• manufacturing technology centers
• manufacturing outreach centers
• labor unions and labor councils
• state industrial extension services
• state workforce development programs
• community based organizations
• private non-profit trainers
• private for-profit trainers
Learning Consortia
• formed by teams of leading foundation firms
• develop skills to sustain modernization
• support high performance work organization
• build methods and models for broader use
• funded 50% by firms in cash and in kind
Regional Skills Coalitions
• alliances of organizations in regional labor markets
• may be new or established entities
• focus on skills for industrial modernization
• harmonize plans of training providers serving manufacturers
• propose regional SIM programs to U.S. DoL
• match federal funds dollar for dollar
• invest in projects proposed by Learning Consortia
• analyze regional labor market dynamics
U.S. Department of Labor SIM Program
• major federal investment in manufacturing workforce
• national competition funds regional programs
• cooperative agreements with regional skills coalitions
• ramps from $50M to $250M in five years
• leverages NIST Manufacturing Extension Partnership

an RSC. In others, RSCs would form in response to the SIM program.

Typical participants could include community, technical, and four-year colleges; the supplier development organizations of major corporations; trade associations; manufacturing technology and outreach centers; state industrial extension programs; public education districts; labor unions; private, non-profit community based organizations; private, for-profit training providers; and, in a strong sponsorship role, state governments. RSC programs should be consistent with, complement, and enhance the modernization and skills development initiatives of host states. If states have established human resource investment councils, industrial modernization councils, or comparable substate bodies, the coalitions that implement the skills for industrial modernization program should develop proposals and plans with the oversight of these bodies.

The opportunity to win substantial and sustained federal funding for skills development in their regions should spur formation of the Regional Skills Coalitions. Matching fund requirements should assure that they are responsive to and consistent with state objectives. RSCs would work at the level of the regional labor market, assessing the near- and long-term skills needs of foundation firms, harmonizing the plans of service providers who can meet those needs, and, most importantly, investing their federal and state funds in skills development projects proposed by consortia of leading foundation firms.

Regional Skills Coalitions would compete for federal and state support based on their ability to bring the right players to the table, achieve cooperation, maintain a program of high-quality projects with regional impact, and draw lessons for regional, state, and national benefit.

The primary objective of the Skills for Industrial Modernization program will be to stimulate very large numbers of leading foundation firms to enhance their commitment to skills development and learning in the workplace. The RSCs would invest funds in projects carried out by groups of modernizing foundation firms.

Foundation firms would form *Learning Consortia* to propose and carry out projects that embody the principles of the SIM program. Manufacturing firms with less than 500 employees would be eligible to propose projects to Regional Skills Coalitions if they team in consortia of five or more firms and bear at least half the total costs of the proposed project in cash and in kind. The RSC would require strong linkages between the skills development agenda laid out in proposed projects and the broader modernization efforts of firms in the consortia. Funds would be targeted to consortia whose projects develop approaches and capabilities that could be leveraged for wider use.

The Labor Department and the RSCs would broadly disseminate the lessons from the Learning Consortia as best practice so that many more foundation firms could emulate them. Federal funding would increase over five years to $250 million annually matched by state and local funds and then matched again by the participating firms. The goal is creation of 2,500 consortia comprised of 25,000 firms that together employ at least one million workers.

Recommendation 2: Leverage Established Modernization Capabilities

Demand for skills *on the scale we envision* does not yet exist. It must be developed through strategic public investment that stimulates demand for high skills and demonstrates the value of education and training. Funds should leverage existing capabilities and target modernizing foundation firms in order to maximize national economic benefits.

To target its investment, the federal government should tightly link the Skills for Industrial Modernization program and the expanding national modernization infrastructure. The Manufacturing Extension Partnership (MEP) of the Commerce Department's National Institute of Standards and Technology (NIST) is the leading federal sponsor and organizer of the modernization infrastructure. The customers of the MEP's Manufacturing Technology Centers (MTCs), Manufacturing Outreach Centers (MOCs), state industrial extension programs assisted by the NIST STEP program, and other deployment organizations will be the best candidates to form Learning Consortia. NIST MTCs and MOCs should actively participate in the Regional Skills Coalitions that sponsor the Learning Consortia.

Recommendation 3: Link Related Federal Initiatives

The federal government should formalize and fund the emerging partnership between the Department of Labor and Commerce's NIST. This partnership should harvest best practice from the experience of the SIM Learning Consortia, provide technical assistance and labor market analysis to established and candidate RSCs, support wide dissemination of human resource development tools crafted for use in foundation firms, and stimulate communication among practitioners of skills development and industrial modernization. The Labor Department's newly developed National Workforce Assistance Collaborative (NWAC) and its Training Technology Resource Center (TTRC) can contribute significantly to this work.

The Skills for Industrial Modernization program should be linked to other federal initiatives that can enhance and be enhanced by its mission. SIM Learning Consortia would make excellent partners for the school-to-work transition program now under joint development by the Departments of Labor and Education. The Labor Department has envisioned career centers that could be valuable resources for the SIM Learning Consortia, especially if the SIM program's Regional Skills Coalitions develop plans that link such centers and the consortia.

To guide, enhance, and leverage the SIM program as it reaches scale, the federal government, through joint action by the Departments of Labor, Education, and Commerce, should establish a national alliance of organizations distinguished by their exemplary practice in service to the SIM program mission. The alliance would bring together best practice manufacturing firms, trade associations, labor organizations, manufacturing centers, state training agencies, school districts, and community, technical, and four-year colleges. The alliance would oversee a federally-funded center that develops and disseminates new approaches to skill development, work organization, manufacturing skill benchmarking, and enterprise learning systems. Among the contributions of the alliance and center would be to:

- Advance the concepts of high performance work organization and workplace learning through sponsored research, conferences, and award programs.
- Evolve an approach to benchmarking the manufacturing skills of workers in best practice foundation firms.
- Develop a model curriculum to help foundation firms explore the forms of high performance work organization and participatory work structures appropriate to them, and
- Promote a nationally portable associate degree program in manufacturing management and technology using as a model the training program for machinists and tool and die makers developed by the National Tooling and Machining Association. The program would emphasize all the dimensions of performance associated with success in the modernizing foundation firm.

Actions Stimulated by the SIM Program.

If implemented at the scale we envision, a Skills for Industrial Modernization Program could stimulate actions by many parties with the interest and collective capability to enhance what a million or more foundation firm workers know and do. Below, we suggest what each party might do based on their specific interests, capabilities, and resources.

Large Manufacturing Corporations could help their foundation firm suppliers develop improved work organizations and enhance worker skills. Large firms could drive industry standards. They could build awareness and demand for the changes foundation firms must make to sustain modernization by giving greater emphasis to flexible work organization, in-firm learning systems, and employee skills in their supplier certification, assessment and training programs. Regional Skills Coalitions could include senior procurement executives at large firms and managers of large firm plants with strong regional supplier bases.

Leading Foundation Firms could, through participation in SIM program consortia, develop learning systems within their firms and learning alliances with local education and training organizations. Foundation firms could create incentives for learning, install mechanisms to sustain skill development within their enterprises, strengthen inter-firm cooperation, learn from the experience of other companies, and pool investments in training. They could work through networks and trade associations as players in Regional Skills Coalitions.

Trade Associations could build SIM program consortia among member firms and facilitate collaborative approaches to organizing work and enhancing worker skills. They could develop and disseminate information about best practice companies within their membership, describing the learning systems and skill enhancement efforts of leading firms. Trade associations could become a stronger common voice for foundation firms in national policy debates on workforce skills. They could be important members of Regional Skills Coalitions.

Labor Organizations develop policies and programs encouraging workers to participate in high performance work organization for more satisfying, safer, more secure, and higher wage work, and they could identify and eliminate barriers to increased learning in firms and in education systems. Unions could develop education campaigns to meet the changing skill requirements for participating in modern manufacturing and also facilitate the establishment of skills assessment and career counseling programs for workers in foundation firms. They could help workers and firms establish economic incentives to improve skills and performance. Labor representatives could participate in Regional Skills Coalitions.

Public Education could expand tech prep and youth apprenticeship initiatives in manufacturing occupations. Educators could seek relationships with modernization organizations and modernizing firms. District leaders could refocus industrial arts and technology programs, shifting the emphasis from low-skill, low-wage manufacturing to the higher order skills required in modernizing firms. They could make funds for adult education available directly to firms to help them improve the basic literacy, numeracy, and communication skills of currently employed manufacturing workers. Representatives of K-12 systems could participate in Regional Skills Coalitions.

Community, Technical, and Four-Year Colleges could design new programs that develop the skills of foundation firm managers and workers and help them build learning systems within their firms. Colleges should tightly link their work with foundation firms to the modernization assistance programs in their region, integrating what they offer into a comprehensive set of services for modernizing firms. They could assist model foundation firms in benchmarking worker skills and learning systems. The colleges should assure worker involvement in the design of their formal off-the-job and customized on-the-job training programs and develop assessment tools to measure and credit the informal on-the-job training provided by foundation firms. Based on these capabilities, community, technical, and four-year colleges generally would deliver the majority of services commissioned by the foundation firm consortia of the SIM program, and be essential members of Regional Skills Coalitions.

Modernization Agencies should assure that skill development services are provided within the context of a comprehensive system of multi-dimensional assistance. Typically, larger modernization agencies such as NIST MTCs would maintain the ongoing customer relationship with foundation firms that establish skill consortia through the SIM program. Modernization agencies would typically help firms form and maintain their learning consortia. They would be essential members of Regional Skills Coalitions.

State Governments should work closely with federal agencies to coordinate industrial modernization strategies. States could organize or augment state-financed, customized job training programs that focus on skills development and workplace learning in foundation firms. They could support exemplary practices by firms in the areas of work reorganization, worker involvement, and worker skill planning.

Some states should change the way their colleges are financed so as to provide greater support for training of currently employed workers and tuition support for on-site, customized training that builds high performance work organization. States should have funding formulas that reward colleges for offering individually designed, non-degree programs to adults seeking to advance their skills through part-time education and training.

As the leading source of matching funds for Regional Skills Coalitions that seek to participate in the federal SIM program, state governments should orchestrate the contributions of multiple RSCs within their states and should take a seat of special authority at RSC tables.

Modernization Forum Skills Commission

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AMO HOUGHTON
31st District New York

Thank you, Mr. Chairman, for letting me share a thought or two on the School-to-Work Opportunities Act of 1993. As is no secret, this bill could have a tremendous impact on our country's future. This is why I have cosponsored two school-to-work plans -- first, the President's and secondly, the Republican proposal.

Let me begin by saying that I think this country faces both a crisis and an opportunity. Thousands of people are out of work. Unemployment is hovering on the dangerous side. Business continues to downsize. Jobs are at a premium. Young people, even those with undergraduate or graduate degrees, find it difficult to find work and this is even worse for the forgotten half that this legislation attempts to help. The luxury of the learning curve (a training program) has become just that -- a luxury many companies can no longer afford.

So really now is a time for us to do something. During the past three years in my district in Upstate New York, we have sponsored a series of business and education partnership conferences. We have focused on a number of different programs trying to identify the most successful strategies.

Our most recent conference was in August. It looked primarily at the President's school-to-work proposal. We were honored to have Congressman Bill Goodling as a featured speaker. Following the conference, we mailed a questionnaire to participants to help us develop our own local school-to-work plan. One conference faithful, Mr. David Mathes, returned the attached testimony. It is very good and I would like to submit it for the record.

Mr. Mathes is the executive director of the Upstate New York Finger Lakes Regional Education Center. He is an examiner for the New York State Excelsior Quality Award. His credentials include a stint as Community School Coordinator for the Elmira City School District and Chairman of the Chemung County Recreation Committee. He is producer of the "It's All About Quality" video series. He is also the author of the Human Resources and Continuous Improvement segments of a program based on that series.

Mr. Mathes was good enough to put a few of his thoughts on paper regarding both the need for school-to-work programs as well as the success of several existing projects in our district:

INSERT ATTACHED TESTIMONY

So I thank you for letting me share with you David Mathes' thoughts. His case is compelling. The United States is the home of an able labor force. But in order to hold its own, to move ahead and tackle challenges on down the road, I feel we need to take action. In a more personal sense, since our young people deserve the right to excel, I believe that we have an obligation to set the stage for their success.

I'm encouraged by the President's proposal and I will be out there working to gain bi-partisan support for his plan. Mr. Chairman, it seems to me that this Act is in the best interest of this country as it looks over the next hill. This, in a word, is the time for the 103rd Congress to put its money where its mouth is.

ELEMENTS FOR A SUCCESSFUL SCHOOL-TO-WORK PLAN IN THE 31ST CONGRESSIONAL DISTRICT?

Over time, a collection of Educational, Job Training, and Community Agencies have tried to stake out "ownership" of the school-to-work transition issue in this country and in the 31st Congressional District. During that same period (the past 20 years) I have worked professionally at several points in the service continuum process: As Chairman of the Chemung Co. Recreation Committee (which also had responsibility for the youth service activity), Town of Southport Recreation Commission, Teacher and later Community School Coordinator for the Elmira City School District and presently as the Executive Director of the Finger Lakes Regional Education Center for Economic Development (which serves the nine county Finger Lakes Region including a portion of the congressman's district). In that time I have seen a number of excellent through poor efforts to deal with the issues of school-to-work transition.

During my tenure in educational positions over the past 20 years I have given leadership and direction to a number of efforts, which I am proud to say, not only provided good transition for youth but helped them grow and change their view of the future.

The elements that would make a plan successful in the district (and throughout the country), start with providing a "level playing field" for agency involvement. That is to say: if the effort is driven from the "Employment and Training Community" the effort will look like "same old... same old" employment and training programs; if the effort is driven from the "Community College" community it will look like "same old... same old" community college programs. The Solution lies in an effort which identifies a cooperative base of all of the current efforts and derives a synergy through new thinking. (There is, of course, a fear that the result will be "same...old" under the guise of cooperation. The last thing we need is a new bureaucracy!) If, however, a much greater emphasis is placed on the actual involvement of the youth "customers" of the process in the design and implementation of programs after they have been trained and empowered, with inspired leadership drawn from the collection of "stake-holder" agencies working in a synergistic manner... we will finally achieve a "new" result.

1. Access to the system for all youth regardless of their economic status should be provided. Funds, of course, should have a population basis, but, special consideration should be given to

2. Youth should be actively involved in the leadership and management of the process and the effort after proper training. They should not only be voting members in the resultant process... they should actually have 51% of the votes I see this "youth for youth" initiative as the key to success of the effort.

3. Encouragement for youth to become involved early in their Jr. High and Sr. High years in non-paid volunteer experiences and later non-paid credit bearing internships as part of their school program should be central to the effort. What will be needed will be an extensive "re-tooling" of the guidance function in Jr. High and Sr. High to accommodate these opportunities for youth. Community agencies should be encouraged to receive and provide mentors for the interns in their agencies. (One no cost incentive to agencies could be the declaration that the "time" of youth volunteers and "interns" can be used as a dollar match for any and all other federal ... and state... programs that require cash match)

4. Encourage Community Colleges and community 4-year colleges to become more involved with high school youth in their community by providing opportunities for youth to intern with them on their campus. This is a way to make transition happen for those who seek college skills... these non-paid intern possibilities could be in everything from the library to computer labs. Colleges should also be encouraged to provide potential tuition relief for those who participate in such internships.

5. Effective programs should be evaluated based on the outcomes of the process. How many students go on to college or work in areas related to their internship and volunteer experiences? How much of this activity is driven by the youth themselves and their perceived needs? How are the perceived needs of youth shaped with the reality of the community?

6. I would encourage a process that is heavy on in-school counselor involvement, volunteer and internship training, youth leadership and training, and cooperative adult activity.

7. We should learn from successful youth leadership models: Kiwanis, Rotary, Red Cross, YMCA, YWCA, 4-H, Big Brother, Big Sister, Scouting, and others. They have encouraged positive youth motivation, leadership development, and skill opportunities which should be made central to any effort for broad school to work transition. Additionally, the leaders of the efforts for these organizations and agencies are business people who have traditionally dedicated a portion of their time to youth development. Union leaders should be encouraged to develop programs that will result in transition of youth into their apprentice programs.

8. THE IMPORTANCE OF A STRUCTURE SUCH AS "YOUTH FOR YOUTH" OR OTHER "YOUTH LEADERSHIP DEVELOPMENT" IS CRITICAL TO GAIN A HIGH LEVEL OWNERSHIP BY YOUTH IN THE RESULT. (I was very fortunate to develop such a structure almost 15 years ago... which had a significant benefit to the youth involved and to the community that the program served.) The idea here is to provide youth with opportunity to learn leadership skills, communication skills, negotiating skills, grantsmanship skills, needs assessment skills, and team skills.... and then to empower them to act on behalf of the youth in the community. Different communities will have different results.... but the results will reflect more of the needs of youth in the community than some canned program solution provided from afar.

9. Critical to the effort is inspired encouraging adult mentors who guide and assist and do not control.

FINGER LAKES REGIONAL EDUCATION CENTER

10. THE KEY TO SUCCESS IS SYNERGY!

IF WE WANT TO PREPARE STUDENTS TO FILL JOBS IN OUR COMMUNITY, WHAT ARE THOSE JOBS, AND WHAT SKILLS AND LEVEL OF EDUCATION ARE NECESSARY TO QUALIFY FOR THOSE JOBS?

The employers in this region have different needs based on pay levels and experience level needs. Basically speaking the following skills are identified... listed in order of importance as given to me by employers in my region:

ENTRY LEVEL:

Basic Reading to a 10th grade level minimum, reading comprehension, ability to pull out important ideas and given them back in clear oral and written form.

Oral Communication and Listening Skills: Ability to ask questions, give complete answers, speak clearly, provide a presentation for a team or group in a clear way.

Math skills: Addition, subtraction, multiplication, division, fractions, decimals, and ability to do Statistic Process Control (SPC).

Basic Writing Skills Spelling, grammar, ability to write a "shift report", fill out a stop order, safety report, etc. Basic computer literacy and ability to operate a keyboard are a must.

Ability to work as a member of a team To know how to function as a member of a team with experience working with others.

Problem Solving and Decision Making skills: The workplace of today requires individual decision making without a great deal of supervision.

Work Ethic: Willingness to work, come in on time, grooming, work attitude.

Skills of Total Quality Understanding of customer issues, customer satisfaction, continuous improvement.

Willingness and activity to self-improve.

MID LEVEL SKILLS

Specific technical skills of the job: reading a meter, taking values from a machine and conducting statistical analysis of the findings.

Problem solving of technical issues: specific technical skills that relates to the job.

Computer skills that relates to the job: Desktop publishing, Statistical skills, Work Processing, Etc.

HIGH LEVEL SKILLS

Degree based skills of the various professions and trades. Support for BOCES vocational training is universal. Employers feel that vocational students come to them with very specific usable skills. Likewise, there is support of Community College and 4-year college technical programs. Non-technical secondary, and non-technical post-secondary programs are not similarly supported, however, with employers saying that "even after 2 or 4 years of college the workers trained must be totally re-trained in the workplace to not only deal with the job specifics, but to work together in teams, and to work within a Total Quality structure."

NOTE: There is absolutely NO INTEREST by employers in gaining workers that have minimal training without assurance of certified competency in a specific skill.

Organizations critical to the development of curriculum and job development:

Regional Education Center for Economic Development OR other agency to provide education to business linkage

BOCES Occupational Education Program. (and their local school districts)

Community College Technical programs and other Post Secondary Technical providers.

Employment and Training (PIC Chairs) and their Community Agency counterparts

SUCCESS STORIES: (That I have personally be involved in)

1. **Youth for Youth:** I developed this program in 1976 and ran the program until 1983 when I left Elmira. This group consisted of up to eight youth drawn from four high school classes. They were taught skills of leadership, negotiating, grantsmanship, teamwork, budgeting, etc. and empowered to work on projects of their own design. They developed a number of programs including the "Super Saturday" program and "Youth Employment" programs which still operate today.

2. **Youth Entrepreneurship Program:** Under a three year Federal Grant we were able to develop 15 sites of youth working to develop businesses. Eleven successful businesses resulted of the fifteen sites. At the end of the program six of the businesses could have continued if the county had allowed them to continue.

4. **Youth Volunteer and Youth Intern Experiences:** During the last year I operated this program over 60% of the student body at Southside High School in Elmira were involved in either volunteer experiences over 40 hours in length or credit bearing internships. Internships included: one student at Dean Witter who had his own desk and calling list, a student who went through the same training for CAT scanners that was given to doctors, training for a Speech Therapist, working with pre school children at the Association for Retarded Citizens, and others. Many career choices resulted from this training and involvement.

5. Youth Involvement in business and Industry training: Throughout the ten years that I have been in this position in the Finger Lakes region youth from BOCES have had opportunities to participate in training seminars offered by the Center (at no charge). These include very technical programs offered in computer technology, satellite seminars from IEEE, and seminars by business experts such as Joel Barker.

We are currently encouraging what we hope will be the beginnings of a youth entrepreneurship program at one of the BOCES operated in a model similar to Jr. Achievement.

I encourage you to move forward with school-to-work transition in a new and different way. The answers of the past sometimes were more about the adults ... than the youth involved. They can and should become full partners in the process.

New York Times November 26, 1992

Teaching High School Students How to Work

By JASON DePARLE
Special to The New York Times

BOSTON — In the morning, they are two high school girls with big hair, red nails, and bored looks in physics class. Sylvia Veloz doodles. Susan Colarusso chews gum. They wonder what they have to gain by memorizing the difference between velocity and acceleration.

But in the afternoon they are cheerful exemplars of the job-training approach that economists, in unusual numbers, are endorsing as a tonic for the nation's ailing economy. As members of a youth apprenticeship program here, called Project ProTech, they spend part of their high school days cultivating a marketable skill, in their case as hospital technicians.

Traveling each day to one of the nation's premier teaching hospitals, they turn tissue samples into medical slides. They get paychecks. They complain about taxes. "We're women of the 90's," Ms. Veloz said with unconcealed pride.

To Revive the Economy

That at least is the hope of many job-training experts. They argue that to revive the economy the nation must not only create more jobs but also train better workers, especially high school students who do not go on to graduate from four-year colleges. These students make up 70 percent of all those who start high school, and they have seen their earnings decline sharply in recent years.

Many, including the older siblings of Ms. Veloz and Ms. Colarusso, have, after graduation, enter the work force with no special training and bounce from one low-wage job to another, year after year, before settling into unpromising occupations. Many economists believe that this not only hurts the workers' personal finances but also leaves the nation at a disadvantage in its competition with other nations that have better trained workers. While unskilled young people are now seen as a brake on the economy, properly trained, they could help propel its progress.

Attempts to blend high schools and job-training have a long American history, but the record is mostly undistinguished, leading to few good jobs. Only a few thousand students are now in youth apprenticeship programs being tried in about 20 states. But what makes these programs different, their advocates say, is the intensity of the training and the goal of leading to a certifiable skill universally recognized by employers.

Students in Project ProTech are promised part-time hospital jobs during two years of high school and two years of junior college, after which they are supposed to be certified in a marketable medical skill. While Ms. Veloz and Ms. Colarusso are working in histology, the study of tissues, other students work in radiology or hematology. In other parts of the country, apprenticeship programs are training students to work in machine shops or commercial printers.

President-elect Bill Clinton is so enthusiastic about the approach that he made it a frequent campaign theme and has pledged legislation that would provide about $1 billion a year to support the programs.

"It's a big deal for us," said Bruce Reed, the Clinton transition team's deputy director for domestic policy.

But it will be a formidable task to turn youth apprenticeships from a group of promising pilot projects to a common American experience. To do what the advocates want would require a fundamental reorganization of American education. It would demand a kind of cooperation among businesses, schools and Government that is common in other countries but unprecedented here.

"On the one hand, there really is a consensus that we have to do something drastic about what is the worst school-to-work transition system in the industrial world," said Andrew Hahn, a professor of public policy at Brandeis University and an advocate of youth apprenticeships.

"But," he warns, "the technical problems of apprenticeship programs could be overwhelming: where are you going to put all these kids?"

Obstacles

Cost and Effort Are Substantial

Project ProTech illustrates both the promise and the likely perils of the youth apprenticeship approach. After morning classes of English, algebra and physics, Ms. Veloz rides a bus downtown to Deaconess Hospital, which is affiliated with Harvard Medical School.

There she joins the hospital technicians who take pieces of patients' bones and tissue, process them in chemicals, embed them in wax and then slice them into razor-thin ribbons. She takes the shavings, attaches them to slides, dips them in dye and carefully checks the numerical coding, to be sure the slides are matched to the patients.

Her pride in her white lab coat is unmistakable, and her supervisor, Freddy Perez, says that with a year's training she is now as competent as most members of the regular staff.

"I can guarantee you a hospital would hire her," he said. "I would hire her."

Ms. Colarusso does similar work on experimental [illegible]

Part of ProTech's promise is that it centers on an expanding industry, health care, where future employment opportunities are likely to be plentiful. Like hospitals, many printers and machine-tool businesses have also been concerned about the availability of trained employees, and some are sponsoring apprenticeship programs, too.

But all these programs are too new to have track records. And in Boston, program officials warn that it takes considerable amounts of time and money to coordinate the three-way relationship among the schools, hospitals and the Private Industry Council, the business group that runs ProTech. Even with a $970,000 Federal grant, the program is able to serve only 120 of the city's 15,000 high school students.

Lois Harrison-Jones, the school superintendent, speaks of ProTech admiringly but balks when asked if she would commit money from her own shrinking budget to sustain it. "If that happened, it would be at the expense of something else," she said.

In addition, the students who participate have been selected in part because of their special motivation. ProTech applicants have to write essays, get supporting letters from teachers and families and submit to inter-

BEST COPY AVAILABLE

New York Times November 26, 1992

views by the hospital, school and industry council.

Last year 115 people applied for 70 spots. Youth apprenticeships are unlikely to help the most troubled students, since no one expects hospitals or businesses to take on the burden of training.

For Ms. Velez and Ms. Colarusso, both 18 years old, the program does seem to be having a clear, positive effect. But it is not necessarily the one intended. The students, their families and their supervisors say the program has raised their confidence and drive, but neither student is sure she wants to be a histology technician. Both are applying to four-year colleges, something they did not plan to do before entering the program, but remain uncertain about what will come next.

"I'm not sure what I'm going to do yet," Ms. Velez said.

"Yeah, there's so much," Ms. Colarusso said.

While no one denigrates the importance of general ambition, Mr. Hahn, the Brandeis professor, warns that this is not the goal of apprenticeships. "These are very expensive programs that are supposed to place people in particular jobs," he said.

Dead Ends

Bored in Schools, Lost in Job Market

As the economy has shifted away from semiskilled but well-paying manufacturing jobs in the last two decades, the prospects of unskilled workers have grown correspondingly weak.

For men younger than 25 with only a high school diploma, earnings adjusted for inflation fell 28 percent from 1973 to 1986, according to calculations by the Center for Labor Market Studies at Northeastern University. In dollar terms their annual earnings fell from $14,887 in 1973 to $10,[illegible] in 1986, expressed in 1986 dollars.

For high school dropouts, the decline was even more precipitous, from $[illegible] in 1973 to $8,725 in 1986, a drop of 42 percent. Later figures were not available, but for both groups the decline is believed to have continued.

Like the sisters of Ms. Velez and Ms. Colarusso, most students who are not bound for college spend years after high school drifting. Miriam [illegible], Ms. Velez's sister, made beds at a Hyatt hotel and worked in a candy factory, never earning more than $4.50 an hour. Karen Colarusso bounced between the Job Corps and various dead-end jobs at the local mall.

"She ran around with a bad crowd, that's why," Ms. Colarusso said. "That's what I was doing until I smartened up."

Employers often attach limited meaning to a high school degree; even when a student gets one, they may neglect to check grades, for instance, or to compare schools' reputations. And students often see little connection between what they study in class and their ability to prosper outside it.

Sitting in physics class recently, Ms. Velez and Ms. Colarusso were asked to calculate the acceleration of a person who falls from a hot-air balloon. At 70,000 feet. With no parachute. While wearing size 10 shoes.

Others in the class got up and roamed the room. One student shook his hips seductively while singing in falsetto into an imaginary microphone. The teacher explained that the clue about shoe size was a red herring, but this forced him to explain what a red herring was, and he was soon mired in a digression about the color of herring, which is silver.

Ms. Colarusso chewed gum and shrugged good-naturedly at her confusion. "Red herring = fish," she dutifully wrote in her notebook, uncertain where the information was getting her.

For students not going on to college, traditional vocational programs are intended to supply part of the solution. But the coordination between what schools teach and what employers want has been notoriously weak. Studies have estimated that as many as 70 percent of the students who graduate from these programs never work in their field of training.

Community college programs try to fill part of the gap. But most students start and stop these programs several times, and community colleges have also been accused of neglecting employers' concerns. The Federal Job Training Partnership Act tries to reach young unskilled workers, but its financing is modest and its program short-term, and a recent study showed it was actually lowering the earnings of young men.

Models

Which Programs Will Work in U.S.?

The advocates of apprenticeship programs point to Germany as a model of what close school and work connections can accomplish. There, approximately two-thirds of the country's students participate in a formal apprenticeship program. It offers training in 375 occupations and a social compact promising a likely job when they are finished.

German students not planning to attend college usually choose their occupations as young as age 14. Businesses see the system as a pipeline for future employees and put up about 40 percent of the cost.

No one expects an American adaptation to be as rigid. The education system here has long considered early tracking to be a form of class oppression that consigns people to working-class lives at an early age. General education is seen as a requirement of democratic society, and American programs, like Project ProTech, would be unlikely to discourage students who decided they wanted to attend college.

Still, many schools do want to build closer links to business. The question is how?

Can school administrators and businesses overcome their mutual distrust? Where will programs find enough businesses to devote their time and money to training students? Will the businesses really hire their trainees? What happens in an economic downturn?

Businesses may have their own qualms. Given the notorious mobility of the American labor force, a Boston hospital may worry that it will spend four years training histology technicians who will then move to Florida.

And there is also the issue of standards. A true apprenticeship model assumes students can pass a single test — as a radiology technician, say — and then carry that credential with them anywhere in the country. But only a limited number of fields operate with such agreed-upon national credentials.

Attempts to expand them are likely to bring fractious debates over who writes the rules. And the stricter the guidelines, the greater the chance of driving capable but uncredentialed people from the field.

Despite these hurdles, some experts are optimistic. They argue the nation now has a consensus that it needs to improve its workers' skills and a President-elect who is pledging backing and a budget. "I think you can phase in a full-blown program in 5 to 10 years," said Ira Magaziner, a Providence business consultant and a longtime friend of Mr. Clinton who is on the transition team.

But Professor Hahn of Brandeis is less certain. "It's difficult to see how the movement could become institutionalized very quickly," he said.

Fringe Benefit

Students Gain Self-Confidence

In addition to all else they share — hair style, classes, and work schedule — Ms

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Con Edison's experience proves training teenagers for work benefits both sides

THE CHRISTIAN SCIENCE MONITOR
Thursday, August 26, 1993

School-to-Work Programs Raise Youths' Job Prospects

By Ron Scherer
Staff writer of The Christian Science Monitor

NEW YORK

CONSTRUCTION supervisor Richard Lonergan was replacing a piece of electrical equipment at a Con Edison facility in Astoria, Queens, when the company sent him three high school students to work on the project.

The students were part of a cooperative education program, teaching them to become utility workers. But Mr. Lonergan's first thought was: "Just what I don't need – babysitting."

"Was I wrong," he says. The teenagers had been trained and came to work. Now, Lonergan says, "send me more of them."

If the secretary of labor has anything to do with it, Lonergan's experience may become a lot more commonplace.

On Aug. 5, the Clinton administration introduced the School-to-Work Opportunities Act. The legislation would:

- Provide development grants for all states to create school-to-work systems.
- Provide implementation grants to states which already have completed the development process.
- Establish the standards and goals of a national program.

Improves job opportunities

The legislation, which was introduced in the House Education and Labor Committee and the Senate Labor and Human Resources Committee, has bipartisan cosponsorship. Labor Secretary Robert Reich says a school-to-work "transition system is critical to improving the economic opportunities of young people." In the House, the bill has received the support of four Republicans, including Susan Molinari of New York. In the Senate, there are two Republican cosponsors.

Jerry Jasinowski, the president of the National Association of Manufacturers, terms the legislation "forward thinking." Organized labor worked with Mr. Reich in drafting the proposed legislation.

Some states and municipalities have already set up programs. Wisconsin has established an office of school-to-work transition within the state Department of Administration and the state has a youth apprenticeship program in printing and graphics. Boston has a partnership among the public high schools and the health and financial services industry. Cornell University runs a newly created apprenticeship program around Binghamton, N.Y.

The Con Ed program was begun three years ago at the urging of Robert Donohue, a Con Ed vice president, who wanted to give minority youths the opportunity to eventually become Con Ed employees. Working with six area high schools, the utility began training 10 students a year. "It is one way to recruit minorities, especially women in nontraditional jobs," says Pamela DeSimone, training administrator at Con Ed. As a result of the program, Con Ed now has seven female minority mechanics.

Mechanical aptitude a plus

The students are recommended by the teachers and guidance counselors. The trainees must be at least 18 years old because of a state law which prohibits people under 18 from working around heavy construction equipment. In addition, Con Ed looks for students who have some mechanical aptitude and have taken shop or carpentry classes. Ms. DeSimone recommends that any other company considering a similar program establish a partnership with the best vocational schools in the area. "Try to establish a relationship with the high school and don't let the bureaucracy get you down," she counsels.

For the first three weeks of the training period, the students work at Con Ed's facility in Queens. It is hands-on training with the students learning skills such as pipe bending, wiring techniques, and the running of heavy machinery. "We give them actual jobs we would do out in the field so that when they go out there they can carry on," says Richard Crupi, a construction supervisor and former instructor.

In fact, within weeks the students, who make $9.50 an hour, are working at construction sites. After his training period, Bronx student Alfred Iacle found himself installing electrical cable for a transformer. Without the program, he believes, "I'd still be out looking for a job."

The students love the challenge. "You don't go dumb when you go out there – you have to use your brain," says Michelle Bryant, who was a cooperative student last year. Ms. Bryant, like most of the other participants, is enrolled in night college classes. Con Ed will pay virtually the entire tuition, if the student graduates.

Once the students graduate from high school they continue working for Con Ed, which pays them $10.60 an hour. They also begin training to pass the utility's own test to become classified as a Mechanic B, which starts at $13.50 an hour. If they pass the Mechanic A exam, they will start at $16.50 an hour. So far, 20 out of 29 accepted in the program over the past three years have remained at the utility.

DeSimone estimates it costs Con Ed about $3,000 per cooperative student. "You have to really want to do this," DeSimone says. "If we went out to the job market we could find very skilled people who would not require half the investment," she explains. She estimates Con Ed has 12,000 job applications in its files. Recently the utility has had a hiring freeze. However it has committed the funds to continue the program for seven students next year. "When you see the enthusiasm of the kids, you see there is good reason to continue with this," she concludes.

National Journal August 21, 199

MAYBE BIPARTISANSHIP ISN'T DEAD YET

BY ROCHELLE L. STANFIELD

The Clinton Administration's press release doesn't use the words at all. You have to go way down into the fine print of the proposed School-to-Work Opportunities Act—unveiled earlier this month—before you encounter "youth apprenticeship."

VOCATIONAL TRAINING

During last year's campaign, candidate Bill Clinton spoke fervently about the need for a youth apprenticeship program that would train high school graduates who weren't headed for college for high-wage, high-skills jobs. The idea was to make America even more competitive in the global economy.

But organized labor worried that this scheme would be confused with—and thus perhaps dilute—the long-standing union apprenticeship programs for adults. So the Administration dropped the word "apprenticeship" and labor signed on to the plan.

The fingerprints of the business community are all over the proposal. Business organizations told the Administration they wouldn't want a lot of specificity in the legislation—and so the proposal is pretty general. Employers are to be involved in planning state school-to-work systems; they are mentioned first—along with schools, labor organizations and community groups—as members of local partnerships that are to make the programs work at the local level.

"This bill will be made or broken on the involvement of business," said Phyllis Eisen, a National Association of Manufacturers' specialist on workplace training. "No matter what the schools do, what the government does, if there isn't the mentorship and the jobs [provided by business] at the end of the rainbow, the system will just fall of its own weight."

As of now, business is enthusiastically behind the Clinton program. So are many Republicans and Democrats.

On Aug. 5, as congressional Republicans lined up unanimously against the Clinton economic plan and as Democrats agonized about risking their reelection chances on supporting their President, Members of both parties in both chambers praised the school-to-work bill.

Saying he was "pleased to join the Administration," William F. Goodling of Pennsylvania, the ranking Republican on the Education and Labor Committee, cosponsored the bill in the House. "We have worked jointly" on the legislation, he added. Indeed, the proposal is similar to a youth apprenticeship bill introduced this past spring by Goodling and Rep. Steve Gunderson, R-Wis.

The bill gives the states and localities a lot of discretion in coming up with plans tailored to their specific needs. And it would give them a little seed money—$300 million in fiscal 1995—to get started. No surprise, the state and local organizations praise the bill, too. So does the American Federation of Teachers.

Why the love-fest? "It fits with a lot of what people are thinking now as far as linking schools and the economy," a House Democratic staff aide said. "The Administration has been cognizant of work we've already done and has been able to address enough of everybody's concerns so that everybody feels it's headed in the right direction."

All of which doesn't mean that the legislation will zip through. In fact, even some of its most ardent supporters criticize some of the details. A central dilemma in designing a school-to-work initiative, for example, is how to appeal to the best and brightest in the mainstream while not ignoring the disadvantaged, for whom the program may be their best chance into middle class. While states, localities and employer groups insist on the minimum of restrictions, civil rights, education and labor organizations want certain safeguards written in.

All that has yet to be hashed out as Congress fights over the fine print. In the meantime, all sides are basking in the warmth of increasingly rare Washington smiles. ■

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New York Times November 26, 1992

Colarusso and Ms. Velez have the same date of birth, Sept. 12 — 18 years ago. Walking to their bus stop after work, they seem like a Boston version of "Laverne and Shirley," two working women so intertwined they can complete each other's sentences.

Would they fool around if they worked beside each other?

"I wouldn't," Ms. Velez said.

"No!" Ms. Colarusso interrupted.

"When I'm at work, it's at work," Ms. Velez said.

"Work in a professional manner," Ms. Colarusso said.

Before entering the program, they had only the haziest notions of what might await them in the world beyond high school. Ms. Velez's mother, who is from Puerto Rico and does not speak English, has mostly lived on public assistance. Ms. Colarusso's mother is a clerk with the Census Bureau, but her daughter knows little about what she does. "She has her own desk; that's all I know," she said.

When asked what they have learned, both students talk first about social rather than technical skills. Ms. Colarusso said that when she first started working, her nerves would flare in the presence of doctors. "Now I walk by and not get all tied up," she said.

Dean L. Manheimer, the hospital's vice president for human resources, said Deaconess's decision to join the program was born of both altruism and self-interest. "We've got a lot of jobs to fill, and we need highly technical people," he said, explaining that he sometimes recruits trained technicians from as far away as Ireland. Taking on 10 high school students who earn $6 an hour gives him the chance to train and screen potential future employees.

But he warns that letting high school students loose in hospital laboratories involves "an enormous commitment of time and resources." The students' salaries alone will cost the hospital $[illegible] this year, and Mr. Manheimer estimates the program consumes another $20,000 worth of supervisors' salaries. He has paid for the program largely by shifting money to it from his recruitment budget.

Janet Saxton, Ms. Colarusso's supervisor, would not let her out of sight for months. When Ms. Saxton ran an errand, Ms. Colarusso was required to follow, so she would not be left in the laboratory alone.

Even now, her uncertainty is often evident. Pointing to a piece of tissue, she identifies it as "diaphragm — no, diagram, right?"

"Diaphragm — you were right the first time," Ms. Saxton said.

"She knows all the words," Ms. Colarusso said. "I'm just getting to know them."

But Ms. Saxton said her protégé's skill at preparing slides allowed her to double her output over the summer. And Sheila Colarusso, her mother, is among those impressed by her daughter's rising grades and polished attitude.

"I'm shocked," she said. "This is the first time I've ever seen a school program work."

Ms. Velez, an honor roll student, is applying at four-year schools that range from Regis College in Weston, Mass., to the University of Massachusetts at Amherst. At the same time, she is trying to lift her combined score of 730 on the Scholastic Aptitude Test.

When Mr. Perez, her supervisor, starts talking about her work, he gets so enthusiastic he often has a hard time stopping. He talks of the time a pathologist stopped by to compliment him on the slides the lab prepared for a conference. "I said, 'Thank Sylvia,'" he said, since she had made them.

But Mr. Perez's favorite story is about the day Ms. Velez had to leave the lab early and admonished him to put the bone samples into a chemical vat, a last piece of business she ordinarily performs.

"She said, 'Don't forget the bone!'" Mr. Perez said. "I said, This kid's telling me what to do!"

Sure enough, Mr. Perez forgot the bone.

And 45 minutes later an alarm clock went off inside his desk drawer. "I go to my desk," he said, "and I see this big paper: 'Freddy, don't forget the bone.'"

He beams as he tells the story, but Ms. Velez rolls her eyes.

"That's the only way he remembers — a bell and a big note," she said. She spoke with the exasperation of a teen-ager who must suffer adults. She spoke with the confidence of someone about to become one.

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Washington Post May 15, 1993

From School to Work

VOCATIONAL education is enjoying one of its periodic upswings. This happens whenever educators, industry and government fret in unison about the occupational skills of the work force and the country's productivity. The federal government first decided to fund vocational education at the turn of the century, when industrialization and immigration brought about great economic changes. Now, as the post-industrial age settles in, state and federal governments are again thinking about how to prepare students for a highly competitive job market.

The young people who are the focus of the attention are sometimes called the "forgotten half." This country lavishly supports those who choose to attend post-secondary school. But it does almost nothing for the 50 percent, many of them disadvantaged, who do not go after a two- or four-year degree (the percentage rises to 75, since so many fail to complete college). The United States is the only industrialized country that does not formally train teenagers in particular vocational skills. That's partly why vocational education and community colleges, which serve as occupational training grounds, are marginalized. Would a less ad-hoc, more systematic approach help both to lower dropout rates and close the skills gap?

The Clinton administration would answer yes. But Mr. Clinton's proposals as president are a bit more modest than they were as a candidate, when he spoke often of creating youth apprenticeships and of training on demand. The plan is to add to the basic $950 million grant program in vocational education; the budget calls for $500 million more by 1995. The states, in vying for the money, could choose among a variety of strategies, from career academies to so-called tech-prep programs that use the resources of the community colleges.

The country will not be adopting the enviable German or Danish apprenticeship models—and for good reason. The institutional relationships between high schools, businesses and labor unions in the United States don't resemble those in many parts of Europe, where industries readily provide training, certification and guaranteed jobs to young people. However, the administration is proposing to establish a national skills standard board, which would identify and certify the skills needed to perform specific vocational tasks.

All this is just a small share of the overall investment Mr. Clinton hopes to make in education and job training. Because of the caps on discretionary spending, the additional money—whether for vocational education or the Job Corps or whatever—won't be available without offsetting cuts. That's just one reason to start small and see what really works in a country where the federal government has never played a significant role in the transition from school to work.

Washington Post September 6, 199

Where Schools and Jobs Meet

THE BIG debates in education aren't always about the most important things. The corollary is that some of the most important innovations in education don't get a lot of attention because they're not controversial.

That's the story with the growing interest among politicians and educators in programs aimed at creating job opportunities for high school students not headed to college. This is a large group of Americans: Only a quarter of high school graduates actually complete college; half never go to college at all, while the rest attend but don't graduate. In a world in which there is an increasingly close relationship between earnings and education levels, these figures point to a large problem: How will the students who never get to college find the skills to maintain a decent living standard?

This problem is the focus of a modest but potentially important program that President Clinton touted last Friday. His "school-to-work" proposal is designed to promote high school programs linking academic training with on-the-job experience. At the completion of such programs, students emerge with not only a high school degree but also with a certification in particular skills—and most important, either a first job on a career ladder or access to further training. Among the advantages of such programs is that they bring teachers and employers together in partnerships that ought to benefit students. Mr. Clinton's inspiration is the success of apprenticeship programs in Western Europe, especially in Germany. The underlying assumption is that conventional vocational training is neither reaching enough students nor doing a good enough job at preparing them for work situations that will require a mix of technical, analytical and academic skills.

Mr. Clinton's "school-to-work" program reflects, among other things, the limitations under which he has to govern. His bill provides mainly seed money to help states and local school systems set up the programs. The administration had hoped to get $270 million in the program's first year. In the budget wrangling so far, the administration has salvaged $67 million and hopes to get these programs running in four or five states. For 1995 the administration is looking for $300 million to cover programs in about half the states. If all goes well, it would like to double that figure and cover all states by 1996.

These are small sums, but then the United States has long seen education as primarily a state and local responsibility. Mr. Clinton is hoping his program will nudge those who run school systems in the right direction and create models that many systems will want to emulate. Many states, in any event, are already encouraging programs along these lines.

In job training, as in other areas such as community banking, Mr. Clinton is emerging as a president who speaks in large terms about large problems but often has to settle for small, experimental programs. This is a price he is paying for the country's fiscal mess and the public's doubts about government's efficacy. Still, experimentation is not always the worst thing, and Mr. Clinton is usually talking about the right problems. In this case, he surely is.

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per year. Consumer demand is down and there is no inflation. So businesses are scaling back at home and seeking growth in foreign markets—thus needing all the more to be globally competitive.

That means there will be opportunities in foreign trade and services. Language skills and knowledge of the world will be a plus. Math will be at a premium. A society devoted to investing wisely and insuring against cost of illness will need financial advisers, actuaries, accountants and, yes, lawyers.

But a society trying to control costs will also need health care and legal technicians who can do much of the work, freeing up doctors, nurses and other professionals for critical tasks.

Communications skills will fetch premium pay: The person who talks on the phone to mutual fund investors will have to be even more knowledgeable, efficient and personable than the bank teller of old. Competition for such jobs won't be based on pay alone but on skills.

That's why apprenticeship is such a good idea. Some states already have active programs. In Pennsylvania, 79 metalworking companies are housing 105 apprentices on a part-time basis. In Maine, students spend 20 weeks in school, and work 30 weeks out of the year; they go on to work and technical college after high school graduation.

The movement is just beginning, says Foster Smith, director of the Washington-based National Alliance of Business, which helps with training programs.

Importantly, apprentice training focuses on improving skills broadly, not in a narrow way like courses in cosmetology and other trades. Apprentices thus are readied for the real life of work—which is not predictable at any age today. Again, life is not a career. Youngsters should take a broad view of their skills and goals.

Study lives of successful people. Ruth Bader Ginsburg couldn't get a good job when she got out of law school in the 1950s because she was female and Jewish. But she found work, argued for women's legal rights, won distinction and is now a U.S. Supreme Court Justice.

Richard Riordan, lifelong lawyer-businessman, went into politics at age 62 and is now mayor of Los Angeles.

Look at people all around you, the woman taking a law degree in her 40s, the man laid off at 50 beginning to enjoy his new consulting business.

Labor Secretary Reich is correct. No job is secure in the new economy. But there are opportunities to step out and achieve. As the late Grace Hopper, computer pioneer and U.S. Navy Admiral, put it, "A ship in port is safe, but that is not what ships are built for."

Los Angeles Times 9/5/93

For All of Us, the Future of Labor Lies in Learning

JAMES FLANIGAN

If you're worrying about jobs this Labor Day weekend, keep two thoughts in mind. We've survived doubt and fear before, and life is not a career, it's an adventure.

Friday's ambiguous unemployment figures—fewer jobs in business but slightly less unemployment overall—confirmed Labor Secretary Robert Reich's observation last week that "No one's job is secure in the new economy, from the corporate chief executive to the ordinary worker."

Reich made the remark as he introduced a school-to-work apprenticeship program designed to improve the job market chances of the vast majority of high school students—75%—who do not go on to get a college degree.

The apprenticeship idea, which puts high school students into real jobs for part of their junior and senior years, is a good one. The United States is overdue in using apprenticeship to train non-college youngsters with skills for modern industry; such training is their only chance for a good job with decent pay.

For it remains true that college educated people earn far more—over 70% more—than those who only have high school, says economist Finis Welch of Texas A&M, who with Kevin Murphy of the University of Chicago has done extensive research into incomes. That means education pays off with at least $1 million more in income over a 40-year working life.

And even though this "white collar" recession put a lot of senior people out of work, college educated workers still fared much better than others, says Frank Levy of the Massachusetts Institute of Technology. Levy, author of the 1987 book "Dollars and Dreams," which pointed to growing income divergence between college graduates and other employees, says the trend favoring education will only intensify.

Future demand will be strong in health care, finance and many other fields for people with skills in math and communications, Levy says. Today's fear that job opportunities are permanently diminished is nonsense.

"Don't base your judgments on a low point in the business cycle," he says. We have been there before. In the 1958 recession, Arthur Burns, economic adviser to President Eisenhower, thought the nation didn't have enough skilled people to sustain a growing economy. But the Kennedy Administration cut taxes in 1961, the economy took off and jobs were abundant through the 1960s.

In the 1970s, by contrast, good wages and jobs could be had seemingly without regard to education. But that was an accident of demographics and inflation. Baby boomers coming to work swelled the work force by 3% a year and more paychecks plus inflation made the United States its own growth market. Foreign competition still seemed marginal.

The 1980s brought an end to inflation and painful adjustments to those industries, mainly manufacturing, exposed to global competition. So manufacturing got lean and is competitive today, but the economy changed. "Blue collar" workers now make up only 29% of the U.S. work force; white collar employees are 58% of the total.

But business is slow because the work force, now receiving the Baby Bust generation, is growing 1% or less

Please see FLANIGAN, D8

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Washington Post September 4, 199

Clinton Pushes Training For High School Students

Job Preparation for Those Not College-Bound

By Ruth Marcus
Washington Post Staff Writer

GEORGETOWN, Del., Sept. 3—President Clinton took time out today from working on health care, worrying about the free trade agreement and "reinventing government" to promote another administration initiative: job training programs for high school students.

Clinton traveled to the Sussex County Airport here, where a program called "Operation Skyway" helps students train for aviation careers. The trip was meant to highlight a measure introduced last month that would provide federal funding for "school-to-work" programs to prepare non-college-bound youth for the job market.

"I came here today not just to showcase these fine students, but to make the point that every student in America needs the opportunity to be in a program like this," Clinton said.

He said that although the next few months will be focused on initiatives such as government reform, the free trade agreement, the president's health care package and a new crime bill, "none of them will work unless we maintain a steadfast determination to educate and train our people at world-class standards."

The Operation Skyway program, Clinton said, "is an example of what America has to do to adapt to change. We can no longer afford to be the only advanced nation in the world without a system for providing this kind of training and education to everybody who doesn't go on and get a four-year college degree."

According to federal figures, 50 percent of high school graduates do not go on to college, and 75 percent do not earn a college degree. During the presidential campaign, Clinton emphasized the importance of apprenticeship programs for high-school students to equip them for high-skill, high-wage jobs.

The School-to-Work Opportunities Act of 1993, introduced last month, would provide money to states and communities to develop and implement training programs and establish national standards for such programs.

The administration asked for $270 million in fiscal year 1994 under existing statutes, but the House has so far provided for only $67 million and administration officials said yesterday they expect to receive less than $100 million.

Clinton received an airplane model from one of the students in the Skyway program, and said the flight plan for his helicopter trip back to Washington had been mapped by the students.

"Three or four hours from now, if I'm wandering out over the Atlantic somewhere, I'll know I wasn't very persuasive today," Clinton said.

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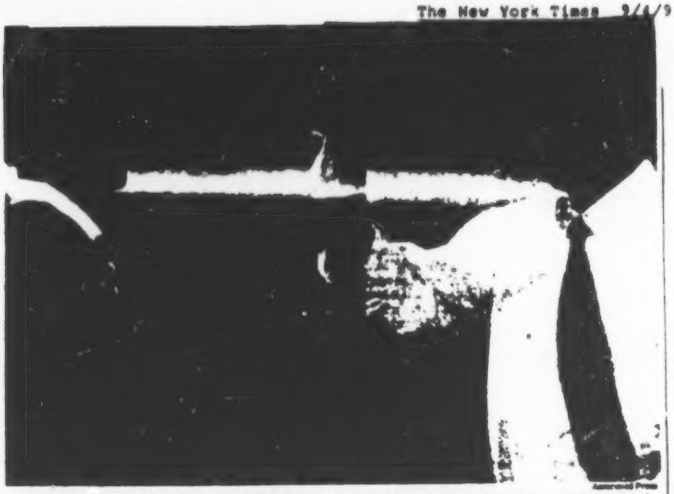
The New York Times 9/4/93


Associated Press

President Clinton holding a model of a Cessna 172 he received while visiting an aviation school in Georgetown, Del., to push a bill that would provide grants for states to create training programs to help students make the transition from school to the workplace. At left was Frances Orphe, a student.

Clinton Pushes 'Practical' Job-Training for Youth

By MAUREEN DOWD

Special to The New York Times

GEORGETOWN, Del., Sept. 3 — President Clinton came to an airport hangar here today to sell a program designed to develop better ways of offering job training to young people uninspired by traditional academic programs.

Addressing several hundred people at an aviation school here that he considers a model of "practical" learning, the President said: "The truth is there's a lot of very serious academic research which indicates that significant numbers of our people actually learn better in practical circumstances than they do in classroom settings. It's different for different people."

Mr. Clinton said he would like the nation to reclaim what has been called "the forgotten half" of American youth — high school graduates and dropouts who drift from one dead-end job to another through their 20's without ever acquiring the skills necessary for well-paid, promising careers.

$300 Million Program Urged

This was the President's first push for his "School-to-Work Opportunities Act," a bill that would provide development grants for states to create training programs to help students make a more successful transition from school to the workplace.

The Administration sent the bill to Congress last month, proposing the spending of $300 million a year beginning in the fiscal year 1995. The chief sponsors of the bill, which has attracted bipartisan support in Congress and praise from labor and business groups, are Senators Paul Simon of Illinois and Edward M. Kennedy of Massachusetts, both Democrats.

The President suggested that unlike other industrialized nations, the United States had failed to forge strong links between schools and the marketplace that could start students on vocational training before they leave high school.

High school guidance counselors, geared toward placing students in college, have historically paid less attention to students who do not want to continue their education.

Mr. Clinton said that from 1973 to 1990 the salaries of high school graduates under 25 dropped about 40 percent, and the wages of high school dropouts dropped even more.

Labor Department statistics suggest that by the age of 30 only one-third of the nation's working adults have been in their jobs for more than a year. And a 1991 Louis Harris survey indicated that less than a third of American employers believe that recent high school graduates are prepared to hold jobs in their businesses.

The President was accompanied to Delaware today by Labor Secretary Robert B. Reich, Education Secretary Richard W. Riley, and Senator Joseph R. Biden Jr., Democrat of Delaware.

Lauding "Opportunity Skyway," the Delaware program based at Sussex County Airport that trains young people for jobs in the aviation field, the President said, "What we don't see here today is that 50 percent of the high school graduates in this country do not go on to college, 75 percent of the high school graduates in this country don't finish college, and nowhere near all of them are in programs like this, which should start when they are in high school."

Christy Thomas, a junior at Kent County Polytech High School who is getting her pilot's license at Opportunity Skyway, spoke before Mr. Clinton, telling the audience that "book work and boring lectures" were not as much fun as "hands-on experience."

At the close of his remarks, Mr. Clinton noted that he would return to Washington on the Presidential helicopter, Marine One, using a flight plan prepared by the students of Opportunity Skyway.

"Three or four hours from now, if I'm wandering out over the Atlantic somewhere," he said, "I'll know I wasn't persuasive today."

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Los Angeles Times 9/4/93

Clinton Boosts Proposal for Youth Job Training

■ Education: He links better preparation of young people for the work force to improved economy. 'School-to-work' plan is before Congress.

By ELIZABETH SHOGREN
TIMES STAFF WRITER

GEORGETOWN, Del.—Visiting an innovative program that teaches high school students the basics of aviation, President Clinton warned Friday that none of his initiatives to improve the economy will be successful without dramatic improvements in the way the United States prepares young people for the work force.

Clinton chose to plug his "school-to-work" initiative—now pending in Congress—at the Sussex County Opportunity Skyway program here, which trains high school students for careers as pilots, airplane mechanics, air traffic controllers and airport managers.

"Every student in America needs the opportunity to be in a program like this," Clinton told a crowd of students, local residents and officials gathered at the tiny airfield in the southern Delaware town.

His proposal would provide money to states and localities to develop and implement programs that offer students—especially the 75% who do not earn college

"We don't have a person to waste," he said. "And believe you me, when we waste them, the rest of us pay. We pay in unemployment. We pay in welfare. We pay in jail costs. We pay in drug costs."

As the only industrial nation without a comprehensive program helping young people make the transition from school to work, the United States stands to lose ground to its economic competitors, the President said. He added that too many American young people flounder from one low-paying job to another throughout their 20s because they do not have the skills necessary to get good jobs.

A determination to change that fact of American life, Clinton said, was one reason he ran for the presidency and it remains an essential part of his plan to reinvigorate America—along with health care reform, efforts to improve government efficiency, new crime legislation and open trade with Mexico and Canada.

"But none of them will work unless we maintain a relentless determination to educate and train our people to world-class standards," he said.

Programs like Skyway are one key to keeping the "American Dream" alive for young people, Clinton said. Such programs will prepare the nation's youth for "a world of instant communication, supersonic transportation, worldwide technologies in global markets and a veritable explosion of knowledge and invention."

training, professional mentors and other job prospects.

Under the President's proposal, students who complete a program would receive skill certificates to aid potential employers in assessing their abilities.

Another piece of Administration legislation making its way through Congress would create a national board to determine skill standards in various fields so that certificates would be transportable.

To cover costs of the first year of the school-to-work initiative, the Administration is expected to get $90 million of the $270 million it has sought, to provide grants of about $200,000 to each state to develop school-to-work programs and more sizable grants to four to six states to implement their programs, according to Administration officials.

The Administration's goal is to get $300 million in 1995 to launch programs in 25 states and $600 million in 1996 to help install programs in the remaining states, officials said.

The Clinton school-to-work proposal has been heartily endorsed by business and education leaders who have acknowledged the need to build a better bridge between school and work.

Lawrence Perlman, chairman of the Business Roundtable's Working Group on Workforce Training

Other similar programs include:

- Oakland, Calif., Health and Bioscience Academy, which offers 200 students a three-year program for a wide range of careers in labs and hospitals.
- ProTech in Boston, a four-year, work-based program starting in 11th grade, which provides students permanent placement with employers who offer tuition assistance benefits for additional postsecondary education.
- Craftsmanship 2000 of Tulsa, Okla., which combines academic, technical and work-based training in a four-year program. Graduates receive a high school diploma, an associate degree in metal-working and certification for skilled employment in the metal-working industry.

Indicating his faith in such programs, Clinton had one of the students at Skyway prepare the flight plan for his return trip to the White House.

"Three or four hours from now, if I'm wondering out over the Atlantic somewhere . . ." Clinton joked with the crowd.

But after his helicopter took off, Susan Adams, a student wearing gold airplane earrings who personally prepared the President's flight plan, said that he need not worry.

"I'm totally confident," Adams, a [illegible] who hopes to attend the Air [illegible] after getting her [illegible] Skyway.

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National Journal 9/11/9

A TEST, MAYBE, FOR THE REINVENTORS

BY ROCHELLE L. STANFIELD

President Clinton—with his Education and Labor Secretaries, a handful of Republican and Democratic pols and representatives of both business and organized labor in tow—toured a youth apprenticeship training center at a Georgetown (Del.) airport on Sept. 3 to tout his School-to-Work Opportunities bill.

But the President candidly conceded that the publicity stunt might not work. "This issue that we're meeting here about today may never acquire a great deal of public attention because we're not fighting about it," he told an appreciative crowd of vocational training enthusiasts.

VOCATIONAL TRAINING

The consensus that could deny the President headlines might obtain for the Administration the effortless congressional approval it so desires by the end of the year.

"We're going to need a few easy victories this fall," Labor Secretary Robert B. Reich said in an interview a few days before the tour. "I wouldn't be surprised if both Democrats and Republicans wanted to show constituents that there were some things we could get together on and do relatively quickly and easily."

One reason for the lack of dissent appears to be general agreement that a national training system for high school graduates who do not go to four-year colleges is long past being necessary and is eminently do-able. "We can no longer afford to be the only advanced nation in the world without a system for providing this kind of training," Clinton reminded his Delaware audience.

"Rarely do we have such an obvious need," Reich said. "And rarely do we have a federal initiative with such palpable proof in several states that are doing it and doing it well."

Two other reasons for the congenial greeting afforded the proposal are its low cost and its simple legal structure. "The price tag is not huge," Reich said. "We think it's enough to stimulate and build on what the states are doing but not so much that it is going to invite the wrath of the deficit hawks."

The legislation asks for $300 million for fiscal 1995 and $400 million for fiscal 1996. The Clinton budget included $270 million under its existing authority for pilot programs in fiscal 1994. So far, however, the House has appropriated only $67.5 million; the Senate has yet to act.

"A lot of people don't understand how little money there will be," said Samuel Halperin, director of the American Youth Policy Forum in Washington and an early advocate of school-to-work programs. "My biggest worry is, if [states and localities] take this legislation seriously, there won't be enough of a carrot to keep it going and make it work."

If Congress keeps the program structure proposed by the Administration, it will provide a test of the President's theories about reinventing intergovernmental relations by reducing federal rules, encouraging collaboration among federal programs and increasing competition among the states for federal aid.

"This has a little bit of New Democrat flavor to it," Reich said. "We're putting states in competition with one another on the basis of a set of criteria we're developing. We're not establishing a bureaucracy; we're not mandating anything. This is a way of doing business that is quite unusual for the federal government."

All of which puts a huge burden on the states and localities to make the often warring factions in the education, labor and business communities cooperate. "There are going to be a lot of turf wars," Halperin said. But the program's success, he continued, "will depend on how resolute the Departments of Education and Labor are going to be in saying to a state, 'We don't just want more of the same; we want something with a real work-based learning component, real participation of employers and labor,' and so on."

At the state and local level, the potential of the program will turn on "how tough the states are in not just funding existing programs and whether local consortia are going to be able to turn down sub-par programs [that might have a lot of political clout]," Halperin said.

The Administration's plan is to create a system that adheres to national standards and provides credentials portable across the country that, nonetheless, Washington neither finances nor pays for. "The federal program is slated to go out of existence once the states are up and running," Reich said.

Quite a trick if they can do it. ■

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Congressional Quarterly August 7, 1993
SOCIAL POLICY

LABOR

Hill Gives Friendly Greeting To School-to-Work Plan

The Clinton administration sent its school-to-work legislative proposal to Capitol Hill on Aug. 5 as part of its effort to raise education standards and the quality of the work force.

School-to-work programs aim to help high school students who are not going to college. The package was met with bipartisan support from members involved in education and labor issues and from business and labor groups, too.

"This measure is the result of a cooperative, bipartisan effort on the part of the administration and Congress to come up with an effective system to prepare young people for successful careers," said Rep. Bill Goodling, R-Pa., the ranking minority member on the Education and Labor Committee.

Secretary of Labor Robert B. Reich and Secretary of Education Richard W. Riley worked together to develop and promote the initiative.

The plan is for the federal government to give states grants to develop a system to help non-college-bound students acquire work skills. According to the Education and Labor departments, 75 percent of America's students do not receive college degrees and do not have the academic and job skills needed for manufacturing or other work.

Under the bill, school-to-work programs would vary from state to state, but each one must provide: learning about work with job training, paid work experience and workplace mentoring; learning at school with career counseling that may involve at least one year of postsecondary education and evaluations to identify students' academic strengths and weaknesses; and coordination among employers, schools and students, along with the training of teachers, mentors and counselors.

"We are the only major industrialized nation with no formal system for helping our young people ... make the transition from the classroom to the workplace," Riley said in a statement. "That translates to lost productivity and wasted human potential."

By Jill Zuckman

Riley

Reich

Reich said in the same statement that "a school-to-work transition system is critical to improving the economic opportunities of our young people."

The legislation would authorize $300 million in fiscal 1995. Administration officials said they intend to begin issuing planning grants in October using existing laws as authorization.

The administration's bill would provide:

- Development grants for all states to create school-to-work systems.
- Five-year implementation grants to states that have developed plans.
- Waivers allowing other federal funds to be used with school-to-work programs.
- Grants to localities that are ready to put a school-to-work program in place even if their state has not yet received an implementation grant.
- Direct grants to high-poverty areas.

Students who finish the program will receive a high school diploma, a certificate or diploma from a postsecondary school and an occupational skill certificate.

Small Companies Need Incentives

At the National Association of Manufacturers, Phyllis Eisen, the senior policy director for education and work force readiness, said her organization supports the administration's proposal and plans to urge its members to participate.

"It probably will be made or broken by how much the business community is brought into this," Eisen said. "Ultimately the jobs have to be there."

Eisen said that small and medium-size businesses will need some incentives from government to participate. "That's where the job growth is. It all can't come from IBM and Xerox and Texas Instruments and Motorola. Many of them are already involved in these programs."

Calvin Johnson, a legislative representative at the AFL-CIO labor organization, said that the proposal is a good effort but that he wants to make sure it is an education program and does not turn into a jobs program. ■

Wall Street Journal February 22, 1993

Clinton to Push Youth Apprenticeships That Move Students Into Skilled Jobs

By Kevin G. Salwen
Staff Reporter of The Wall Street Journal

WASHINGTON – For a Clinton administration that dreams of creating "high-skill, high-wage" jobs, high schoolers are the problem.

As the future workers who will have to fill those jobs, they must be able to turn out products and services to compete with the craftsmanship of the Japanese and Germans and the low costs of labor in developing countries.

Thus, the White House is pinning its hopes on a risky program of youth apprenticeship – a program that if done properly, would help ninth and 10th graders pinpoint their interests. Students would then be guided through several years of a school-work combination with an emphasis on a specific field, such as computers, law or financial services. The hoped-for result: trained, educated 18-year-olds with the option to head for college, or continue in their fields.

At a conference that begins today, Labor Secretary Robert Reich and Education Secretary Richard Riley will unveil their vision of such a program.

While staffers are still piecing together details, it's clear that any federal apprentice program would be designed to help states and localities link schools and businesses to create curricula that would move teenagers into skilled jobs.

Studies have shown that the average apprentice or vocational-school student is about 25 years old; that fact raises concerns about what high-school graduates are doing to improve their skills during the intervening decade. "Most kids now, if they don't go on to a four-year degree, enter a decade of their 20s, where they drift from low-wage job to low-wage job," said Hilary Pennington, president of Jobs for the Future, a nonprofit group that backs apprentice programs. The trick would be to reach teenagers early to set them on more productive tracks.

A federal program also would be likely to set national skill-standards to be sure that a high schooler who has completed an apprenticeship in Maine, for example, could use those same skills in Oregon.

The Clinton economic plan envisions spending more than $1.2 billion over the next four years to direct and help fund such apprenticeship plans in all 50 states, compared with only scant funding of similar programs currently. "Not everyone in this country should have a college degree," Mr. Reich said recently. "There must be avenues of upward mobility for people without those degrees."

In Congress, eight bills were introduced last year relating to school-work programs. And Sen. Edward Kennedy (D., Mass.), chairman of the Senate Labor and Human Resources Committee, is planning to press legislation that would establish a national board to set skills-standards for specific industries.

Efforts in the House and Senate are likely to be bipartisan. Republicans and business like apprentice programs because they want skilled workers. The lack of help for students who aren't college-bound, said Rep. Bill Goodling (R., Pa.), who introduced apprenticeship legislation last year, results in "an inadequately skilled work force, which undercuts the ability of the U.S. to compete in the international economy."

Nonetheless, Republicans worry about the costs of the program. Last year, many backed a plan advanced by President Bush to help fund such programs for $100 million. The Clinton economic plan earmarks about $275 million in the year beginning Oct. 1, according to the Labor Department.

The idea of a federal apprenticeship program raises other questions as well.

"I think this will be real hard work," said Curtis Plott, president of the American Society for Training and Development, an Alexandria, Va., organization of corporate training professionals. "Training is a very decentralized operation inside American companies."

Others said the main hurdle is that high schools are designed almost exclusively to push young people into college. "We need to get away from the idea in this country that job preparation is second class," argued Eugenia Kemble, of the American Federation of Teachers, the largest teachers union.

Somewhat paradoxically, problems also could come from one of the administration's biggest backers: organized labor. The building trades for years have run what some believe are the country's most successful apprenticeship programs, training young workers in such skills as welding, asbestos removal and bricklaying.

Now, the building trades are worried that a national apprentice program could open the door to nonunion employees' learning the same skills. In addition, the building trades link the number of workers to the amount of work, argued Victor Kamber, a labor consultant. "I am thrilled with the idea of training and retraining, but it has to be done in the job areas where there is a need," he said.

Still, the stakes couldn't be much higher. About 70% of workers haven't graduated from college and their earnings have decreased over the past decade.

About 20 administration and Capitol Hill staffers studied a Boston program, ProTech, which in many ways embodies the hopes of apprentice programs. ProTech funnels 200 11th and 12th grade students from Boston public high schools into six teaching hospitals. For 15 to 20 hours a week, starting at $5 an hour, each student performs hospital jobs, eventually specializing in lab work or technical tasks.

"These kids were interested in health, but were enrolled in the kinds of courses and performing at academic proficiency where they couldn't have gotten into college for these programs," said Ms. Pennington of Jobs for the Future. Few of the students were reading at their grade level, a C average was normal.

"Now, these kids will become physical therapists, lab techs, occupational therapists," Ms. Pennington predicted. "What is so striking is that if you just turn on the tap a little bit, they just blossom."

THE WHITE HOUSE

Office of the Press Secretary
(Georgetown, Delaware)

For Immediate Release September 3, 1993

REMARKS BY THE PRESIDENT AT SCHOOL TO WORK PROGRAM OF OPPORTUNITY SKYWAY

Delmarva Aircraft Hangar
Sussex County Airport
Georgetown, Delaware

10:47 A.M. EDT

THE PRESIDENT: Thank you. I want to say how delighted I am to be back in Delaware. You know, when I saw Governor Carper here I was reminded of a time back during the election when Senator Biden and I had a big rally in Wilmington. And I was pleased to say that I was delighted to be in a place where it was not a disadvantage to be the governor of a small chicken-growing state. (Applause.)

I am delighted to be here today. I can tell all of you are happy, too. How could you not be when you see students like Chrissy and Francis making those presentations? Weren't you proud of them? They were great. Let's give them another hand. (Applause.)

I also want to thank Governor Carper and my former colleague and longtime friend, now your Congressman, Mike Castle; and Senator Biden -- without him I don't think I could function as President -- all of them for being here today. He is not responsible for the mistakes I make, only for the things that go right. (Laughter.)

I want to thank all your state officials for coming here today and many of the local officials, and all of you from the various groups. I want to say a special word of thanks to the two persons who also spoke on the program, Dorothy Shields from the AFL-CIO; and my longtime friend, Larry Perlman, who came from a long way away. He lives in Minnesota, and he thought enough of this project to come here to represent the American business community. This is the sort of partnership that I want us to have in America.

I'd like to say, too, how much I appreciate the work that has been done by this education program -- and to Diane and to all the others that are here -- Carlton Spitzer and others -- I thank you for the work you have done.

I came here today not just to showcase these fine students, but to make the point that every student in America needs the opportunity to be in a program like this. (Applause.)

I got into the race for President because I was very concerned about the direction of my country, a direction that had been underway for 20 years under the leadership of people in both parties in Washington with forces that are beyond the reach of ordinary political solutions. In 1973, real hourly wages for most working people peaked in this country, if you adjust them for inflation. For 20 years, most Americans had been working a longer work week for the same or lower wages, once you adjust them for inflation, while they've paid more for health care, housing and education.

We have tried a number of things to deal with this issue, to deal with the whole question of how do you keep alive

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the American Dream; how do you offer each generation of young people a better future than their parents had. It is clear to me that we have to revive our economy, all right, and we also have to pull our people back together. And the two things are inseparable. We need to offer our people more opportunity, insist that they assume more responsibility. We need to all be reminded that we are in this together. We have to recreate the American community.

That's why when you see here business and labor and government, when you see young people of different racial and ethnic groups, when you see people reaching across their party lines, you really see the future of America if it's going to be a good future.

I picked the two Cabinet members who are here with me today because I thought they could help us to create that future. The Secretary of Labor Bob Reich, has been a friend of mine for 25 years, and I think has written more thoughtfully than any other person I know about the future of the American work force and what's happening to us in this global economy.

The Secretary of Education Dick Riley, has been my friend for about 15 years now, was my colleague and one of the best governors I ever served with on the issues of education and economic development. In other words, one of them is at the Labor Department, the other's at the Education Department, but they both understand that if you want a good economic future, there can be no simple division between work and learning. We must do both. (Applause.)

In the last several months and in the months ahead, you will see a lot of publicity about other initiatives of our administration: The economic plan that reduced the deficit, increased incentives to invest, offered 90 percent of our small businesses a chance to reduce their tax burden, but only if they reinvest in their businesses and gave tax relief to 20 percent of the working poor families in the state of Delaware.

The reinventing government program that the Vice President will announce next week that will help us to virtually revolutionize a lot of the things about the federal government, to eliminate waste and inefficiency and give all of you better value for your tax dollar.

The health program that the First Lady has worked on so hard for several months now, which will finally give every American family the security of knowing they won't lose their health care if they lose their jobs or someone in their family is born with a serious medical condition, and will give the American business community the assurance that we're not going to bankrupt the country and wreck the economy by continuing to spend more and more and more for the same health care. (Applause.)

I will ask the Congress to approve with the amendments that we secured the trade agreement between the United States and Canada and Mexico because I believe it will create more jobs. And we'll have a vigorous debate about that, but I will tell you this: the real problem we've got right now in America in creating more jobs is rooted at least in part in the fact that our exports are not selling abroad because we have too many trade barriers in the world and slow economic growth everywhere.

Latin America is the second fastest growing part of the world. They can buy more of our things, and they should.

And finally, Senator Biden and I are going to work on a new crime bill that will put more police officers on the street and take more guns out of the hands of our children. (Applause.)

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All of these are critical to restoring opportunity, insisting on more responsibility from our people, and giving America the sense that we are one community again. But none of them will work unless we maintain a steadfast determination to educate and train our people at world-class standards.

We are living in a world where what you earn is a function of what you can learn; where the average 18-year-old will change jobs seven times in a lifetime; where there can no longer be a division between what is practical and what is academic. Indeed, one of the young students back there said, I'm learning a lot more than I used to because this is fun. Now, that sounds funny and a lot of you clapped when Chrissy talked before, but the truth is there's a lot of very serious academic research which indicates that significant numbers of our people actually learn better in practical circumstances than they do in classroom settings. It's different for different people. (Applause.)

For two centuries our education system has always been adequate to the task and has helped us to keep alive the American Dream -- an awful lot of people here today who wouldn't be doing what you're doing if you hadn't had the opportunity to get a good education.

But on the eve of this new century, when we are struggling so hard to get and keep good jobs; when we are struggling hard to reestablish the premise that people that work harder and are more productive should earn more money year in and year out; a world of instant communication, supersonic transportation, worldwide technologies in global markets and a veritable explosion of knowledge and invention, we have to face the fact that we, while we still have the best system of higher education in the world, are the only advanced country without a system to guarantee that every student that doesn't go on to a four-year college institution has the opportunity to be in this program or one like it that we're celebrating here today. (Applause.) We don't do that. (Applause.)

So what happens? We see these young people talk and we see these young people demonstrate their skills, and our hearts are filled with joy, and we're proud and we know they're going to have a decent future. What we don't see here today is that 50 percent of the high school graduates in this country do not go on to college, 75 percent of the high school graduates in this country don't finish college, and nowhere near all of them are in programs like this which should start when they are in high school. That is what this is all about today. (Applause.)

During the 15-year period from 1975 to 1989, the wages of young high school graduates -- that is young people who are under 25 who had only a high school diploma -- dropped about 40 percent in real terms. The wages of young high school dropouts -- that is, people who are working full-time -- dropped even more. Why? Because of the downward pressure on those wages caused by global competition, caused by mechanisation, caused by all the pressures that you all know. But young people who got at least two years of post-high school training related to a workplace skill for which there is a demand in this global economy were overwhelmingly more likely to get good jobs with rising incomes.

And when you look at the American economy, when you see the unemployment rate, or you see the income statistics, you know that they're grossly oversimplified. If the unemployment rate is 6.8 percent, what it really means is that the unemployment rate among people over 40 with college educations is about 3.5 percent, which is almost zero. You've got almost that many people walking around at any given time. But the unemployment rate among young people who drop out of high school may be 20 percent. And if they happen to live in a place where there's already high unemployment, it may be 40 or 50 percent.

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This issue that we're meeting here about today may never acquire a great deal of public attention because we're not fighting about it. The bill that I introduced shortly before the Congress left has Republican as well as Democratic cosponsors. They are labor as well as businesspeople up here. We are not having the old fights, but the old fights have not provided the new solutions that America desperately needs. And that is what we are here today to seek.

Change is going to happen in this country. No president can promise to shield the American people from the changes going on. And anybody that tries to is simply not being candid. The real question is whether change is going to be the friend of these young people and the rest of us or our enemy. And that depends on whether we can adapt to change.

This program today is an example of what America has to do to adapt to change. We can no longer afford to be the only advanced nation in the world without a system for providing this kind of training and education to everybody who doesn't go on and get a four-year college degree. We can do better. We can have programs like this everywhere. And that's what our legislation is designed to do. (Applause.)

This legislation basically will support learning in the workplace, learning in the school room, and connections between the workplace and the school room. It will involve all kinds of programs that are working. It is not a big federal top-down program, but we will have some common standards -- a certificate that means something when you finish a program, meaningful learning in the workplace and in the school room, a real connection between work and school, and a real chance to get a job.

And when combined with the other major piece of education legislation that we have in the Congress, the Goals 2000 program, which seeks to enshrine in the law the national education goals that the governors adopted along with the previous administration of President Bush back in 1989, that legislation will establish for the first time a national system of skill standards so that you will actually know whether you're learning what you're supposed to learn by national standards and whether they stack up with the global competition. That is what we seek to achieve -- not with a new federal bureaucracy, but by building on successes like this. (Applause.)

This bill involves a historic partnership, too, between the Departments of Education and Labor. They will sort of operate like venture capitalists. They will provide seed money to states, set the goals and the standards, give waivers to communities to give them more flexibility as they set up new programs, and require that the graduates attain real skill certificates that verify the quality of their training. But the design and planning of the programs will be left to states and communities and educational institutions who know best how to address the local possibilities.

Finally, the School to Work legislation will enable our nation for the first time, to create the kind of partnership that we so desperately need between schools, businesses, labor and communities, so that we can connect our people to the real world.

That's why the Business Roundtable, the National Association of Manufacturers, the United States Chamber of Commerce, the National Alliance of Business, the AFL-CIO, and leading Republican and Democratic legislators all support this legislation.

If we are going to prosper in the world toward which we are heading, we have to reach out to every one of our young

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people who want a job and don't have the training to get it. We don't have a person to waste. And believe you me, when we waste them, the rest of us pay. We pay in unemployment. We pay in welfare. We pay in jail costs. We pay in drug costs. (Applause.)

And when we make education come alive as it has for these young people who showed me their plans, when we enable students to apply English history and science to the practical problems of the workplace, we are building a future that all of us will be a part of. We must -- I will say it again -- we must learn to integrate serious academic study into the workplace, starting in high school and continuing for at least two years thereafter for every one who needs it.

If we do it, if we do it, we are going to do as much as anything else we could do to guarantee most Americans a real shot at a good future. And if we don't all of our other, all of our other economic initiatives will be consigned to less than full success.

I got into this issue when I was a governor of a state not unlike Delaware, and I saw too many people working their fingers to the bone for less and less and less; too many people who were dying to go to work who could never find a job; too many people who didn't have impressive academic accomplishments, but were plenty smart enough to learn anything they needed to know to compete and win in this global economy. I determined then, as a governor that if I ever had a chance to do something about this in this country, I would. And that's what we're here doing today.

I want you to support this legislation just like you support Opportunity Skyway. I want you to support the idea that the public and private sectors all over America can do for all of our young people who need it what this program has done for the young people we've heard from today: provide a smooth transition from school to work.

So far, 900 high schools students have participated in Opportunity Skyway. Many of them are on route to careers in aircraft maintenance, avianics and airline piloting. Now they'll find out how much algebra and geography they've learned. And I'll say this, I'm on my way back to Washington now using a flight plan that the students prepared. (Applause.)

Three or four hours from now, if I'm wandering out over the Atlantic somewhere -- (laughter) -- I'll know I wasn't very pursuasive today.

There are programs like this one all over the country; we're going to build them. But we need your help. Next week when the Congress comes back I hope each one of you will do what you can to encourage the United States Congress, without regard to party, to embrace this new approach to a new economy to give these young people a new future and give America a better future.

We can make a real difference, folks, a real difference if we'll pass this legislation and get about providing every young people the opportunity to be as self-assured, as knowledgeable, as skilled as the two young people you heard from today. That's an important legacy we ought to leave to them.

Thank you and God bless you all. (Applause.)

END 11:06 A.M. EDT

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The Business Roundtable

Workforce Training and Development for U.S. Competitiveness

August 1993

To Promote Workforce Competitiveness

1. *The Transition from School to Work*

One of our country's greatest challenges in the area of workforce development is to restructure the transition from school to work. The Competitiveness Policy Council concluded in March 1993 that because of our failure to better integrate school and work, "we are producing a substantial cohort of workers with poor basic skills, little understanding of what work demands, and limited grasp of how to find a good job or get good training."

Employability preparation to facilitate the entrance of young people into productive careers must become a priority mission of our educational system. An essential element for that transition is to ensure that all graduates have acquired at least the competencies and skills outlined in the SCANS report so that the high school diploma becomes a certificate of achievement. In addition, students should be taught the principles and processes required for participation in high performance work teams and total quality environments. These are critical "life skills" for personal development and effectiveness in all working environments, public and private.

Few employees, if any, will be able to plan on lifetime employment security with their employers. Employment security needs to be redefined as employability security. College and non-college-bound youth should learn these employability skills. Creating this awareness will involve curriculum change and should begin early in junior high, continue through high school and, in fact, become part of the learning curriculum of workplaces throughout our Nation.

Reforms of the public education system to support programs related to the transition from school to work should be based on systemic reform of the schools, and should accord with the nine principles set forth in the Roundtable's public policy statement, "The Essential Components of a Successful Education System."

Present "school-to-work" programs encompass a variety of models being tried throughout the U.S. Youth apprenticeships, tech-prep, career academies, cooperative education, junior achievement, and school-based enterprise all offer promising approaches. Community colleges could play an important role in this process, including using retired professionals in fields such as engineering, accounting and management

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information systems to provide training. To meet the needs of non-college-bound youth, effective school-to-work transition programs will require the following:

- Recognition of the central role employers must play in effective school-to-work transition programs – in the development of standards; in curriculum preparation; in the design of structured work experiences and other school-to-work models; in the certification process; and in the creation of work-based learning opportunities for students.
- Definition of the skills required based on the "customer driven" approach. In addition to the basic readiness skills recommended by SCANS, workforce competitiveness also requires the development of skills needed by high performance workplaces. The development of these skills should be one element of a broader partnership among business, education, labor and government to implement the principles of Total Quality. "Quality" skills standards should be emphasized at all levels – primary, secondary and post-secondary.
- A curriculum that integrates school-based and work site learning, developed jointly by schools, business and labor where appropriate, that will insure that there are high standards for graduation and that students learn the required skills. An effective school-to-work transition curriculum will include: orientation to occupational categories and employment opportunities; understanding of occupational duties, skill requirements and performance outcomes, instruction about required school courses and job skill development; a career orientation process to help students appreciate their preferences and aptitudes and how these are linked to specific curricula and job skill development; and improved teacher training in the school-to-work transition.
- Business, large and small, should become engaged with local education agencies and schools to improve the school-to-work transition process. Consideration should be given to incentives, including tax incentives, to encourage greater employer engagement in school-to-work programs. An effective collaboration between schools and business must ensure that transition programs teach students the skills that business needs. In the end, this will be the best incentive for active business participation.

- A system for giving credentials for those acquiring the skills. Business ultimately will need to make the commitment that where the achievement of skill credentials is based on the principles of competitiveness and Total Quality, such credentials will be a meaningful factor in hiring decisions, along with legal considerations and actual job requirements.

- Considerable infrastructure barriers exist that may prevent rapid expansion in the scale of school-to-work programs in the U.S. Concerns about the availability of teachers and mentors, student salaries, curriculum, certification of skills achievement, and the integration of academic and workplace learning demand careful consideration. The U.S. government could be a catalyst in funding pilot projects designed to replicate "best practices" and in helping to build capacity at the state and local levels to improve the school-to-work transition and employer cooperation with educational institutions. In addition, the government can play an important role in identifying and disseminating information about successful school-to-work models at home and abroad.

2. Skill Standards

The United States has no accepted standards for the skills needed for the successful performance of most non-professional occupations nor any accepted means for measuring the level of such skills. Many have argued that the development of a competitive workforce requires such standards to ensure that workers are trained to skills levels benchmarked to the highest standards of our international competitors. A few industries have established such standards and a number of pilot programs to develop them in other industries and occupations are currently underway by industry associations and others with some funding from the Federal government.

A workforce development system that meets the demands of an internationally competitive economy requires workers to acquire skills that meet appropriate standards. The Competitiveness Policy Council reports that four in ten U.S. business executives say they cannot modernize their equipment because their workers lack necessary skills. Work readiness skills should include the five workplace competencies identified by SCANS (resources, interpersonal skills, information, systems, and technology) and the three-part foundation skills (basic skills, thinking skills and personal qualities). With respect to skill standards, the focus should be on "customer" requirements and should involve the following elements:

- Voluntary, flexible national occupational skill standards should be developed by a partnership among business, education, labor and government driven by the principles of workforce competitiveness and Total Quality.

- The federal government can promote the development of world-class skill standards by encouraging business to establish and disseminate standards of excellence which will improve the international competitiveness of the U.S. The role of government in the development and promulgation of skill standards should be one of leadership and guidance rather than one of control and mandates.

- Methods should be developed to measure whether skill levels have been attained, with maximum recognition of the need for local flexibility and special needs, and continuous reexamination of new skills needs.

- Certificates of attainment of these skills should be used as significant factors in hiring decisions, along with legal considerations and actual job requirements.

- Workforce development programs, whether school to work or adult, should be assessed on the basis of their ability to train workers to meet such skill standards.

- Standards should be benchmarked to world-class levels of performance and this benchmarking data should be made widely accessible to companies, training institutions, and schools.

- Pilot projects should be established, within a flexible basic framework that will speed time to market of initial standards development and testing. The U.S. will gain ground faster if each industry-based partnership is given the flexibility to take risks, try alternative approaches, and adapt quickly to its customer input.

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